

## TRAFFORD COUNCIL

**Report to:** Executive  
**Date:** 24<sup>th</sup> June 2019  
**Report for:** Decision  
**Report of:** Executive Member for Environment, Air Quality and Climate Change

### Report Title

**The GM Mayor's Challenge Fund - 2019 Update**

### Summary

The Mayor's Cycling and Walking Challenge Fund (MCF) has been in place for a year and is designed to significantly assist in the delivery of the GM Cycling and Walking Commissioner's *Made to Move* strategy (2018), designed to make Greater Manchester (GM) a city region where walking and cycling are the natural choices for shorter journeys. Over the past 12 months Trafford has obtained support in principle for the funding of a number of schemes via the MCF.

This report provides an update in relation to the MCF as it relates to Trafford and outlines the process followed in amending the Bee Network Map, and the arrangements for publishing Version Two of the Map and future iterations thereafter. It also outlines an approach for the identification and prioritisation of future cycling and walking bids in Trafford, and sets out the governance process for approving any future bids for funding.

### Recommendation(s)

**That the Executive:**

- 1. Notes the report, the process for preparing Version Two of the GM Bee Network Map (V2 Bee Network); and that the V2 Bee Network Map will be published by the GM Cycling and Walking Commissioner at the end of June 2019;**
- 2. Delegates authority to approve future iterations of the Bee Network Map (as they relate to Trafford) to the Corporate Director of Place, in consultation with the Executive Member for Environment, Air Quality and Climate Change;**
- 3. Delegates authority for approving Trafford schemes to be included within the Local Cycling and Walking Infrastructure Plan (LCWIP) to the Corporate Director of Place, in consultation with the Executive Member for Environment, Air Quality and Climate Change;**
- 4. Approves the approach for the identification and prioritisation of future cycling and walking bids in Trafford.**
- 5. Delegates authority to approve future funding bids in relation to cycling and walking schemes in Trafford, to the Corporate Director of Place, in consultation with the Executive Member for Environment, Air Quality and Climate Change.**

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Background Papers: None

*Implications:*

Relationship to Policy Framework/Corporate Priorities	Delivering cycling and walking schemes, such as those funded through the GM Mayor's Challenge Fund (MCF) will contribute to a number of the Council's Corporate Priorities, in particular Health and Wellbeing, Successful and Thriving Places and Green and Connected.
Relationship to GM Policy or Strategy Framework	The delivery of cycling and walking schemes in Trafford directly relates to the delivery of the GM Cycling and Walking Commissioner's "Made to Move" report and TfGM's 2040 Transport Strategy. Therefore the decisions in this report relate directly to the delivery of GM Policy.
Financial Implications:	The MCF funding is expected to cover the costs of the design work and the implementation of the schemes in Appendix 1 which have been awarded Programme Entry Status. There is an element of risk regarding the design costs where schemes are not successful through the bidding process.
Legal Implications:	There will be a need for legal Delivery Agreements (DAs) to be in place at the point that full business cases are approved and before work can start on the ground. In anticipation of this, a number of standard DAs were agreed by the GMCA following consultation/agreement by all GM LA legal teams. Prior to implementation of any cycling/walking scheme, the Council will need to ensure that the legal frameworks for these schemes, for example Traffic Regulation Orders, are put into place if they aren't in place already.
Equality/Diversity Implications	Schemes for improving the cycling and walking provision will include provisions for improving accessibility within the borough, including the provision for those with disabilities and/or mobility issues.
Sustainability Implications	Delivering improved quality and quantity of cycling and walking schemes in Trafford through the MCF will encourage more people to make more sustainable choices in the ways that they travel within the borough, therefore contributing towards wider sustainability objectives.

Resource Implications e.g. Staffing / ICT / Assets	Work in relation to delivering the Made to Move report, including submissions to the MCF will be carried out by staff in the One Trafford Partnership with support from staff within the Strategic Growth Service. The “Bee Network” map which illustrates a network of existing and potential cycling and walking schemes across GM is available to view electronically via the GMCA website. Most of the proposed schemes will be delivered on Trafford’s highways.
Risk Management Implications	See financial and legal implications’ sections
Health & Wellbeing Implications	Delivering improved quality and quantity of cycling and walking schemes in Trafford through the MCF will encourage more people to make healthier choices in relation to travelling in the borough, therefore contributing towards improving the health and wellbeing of Trafford’s residents.
Health and Safety Implications	All schemes funded through the MCF will be designed to an approved standard which will meet all required safety standards.

**1.0 Background**

- 1.1 The Mayor’s Cycling and Walking Challenge Fund (MCF) was established in June 2018 when £160m was made available over four financial years (2018 to 2022) to fund schemes. Its aim is to kick start the delivery of the GM Cycling and Walking Commissioner’s Made to Move strategy and to make Greater Manchester (GM) a city region where walking and cycling are the natural choices for shorter journeys. The Made to Move strategy set out a 15-step plan to transform GM and was adopted unanimously by GMCA in January 2018.
- 1.2 Since the adoption of the Made to Move strategy, TfGM and the GM Cycling and Walking Commissioner’s Team (CWCT) have been working to establish GM as the first city region in the UK to have a fully joined up cycling and walking network with a single identity, the “Bee Network”. Its focus is to enable the two thirds of people who currently use their car as their main mode of transport to walk or cycle a network covering 1,000 miles.
- 1.3 The Bee Network is GMs proposed new cycling and walking network which aims to connect every neighbourhood in GM across all ten local authority areas. The Bee Network Plan shows what is required to deliver such a network in terms of what is needed but not necessarily what is possible to deliver. The Plan shows GM’s ambition for cycling and walking and will guide GM’s delivery of related infrastructure over the coming years. It will, in part, be delivered through funding via the MCF.

**2.0 The Mayor’s Challenge Fund Update**

- 2.1 As detailed in the last MCF Update report presented to the Executive in October 2018, Trafford has actively sought to secure funding through a number of tranches of the MCF. Appendix 1 identifies the bids which have been successful to date in gaining Programme Entry Status (i.e. expression of interest) through the MCF, and sets out those schemes which were submitted through Tranche 5 of the bidding process which are awaiting a decision from the CWCT. In total four schemes have

been approved, three elements of the Stretford Cycle Way (i.e. White City way/Seymour Grove, Talbot Rd/Greatstone Rd Junction and A56 / Chester Road / Talbot Rd Junction) and Wharfside Way - Europa Way - Moss Road, Stretford. These four schemes have a combined value of just under £4m. Additionally two schemes, with a combined value of c.£20m, are awaiting a decision. These are a package of new and upgraded crossing points and junctions in the Urmston area and a cycling/walking route from Sale Town Centre to Sale Water Park.

- 2.2 “Programme Entry” (PE) status does not mean that the Council is in receipt of funds to build these schemes as yet. It gives a very strong indication from the CWCT that the principle of the scheme has been approved and that subject to a full business case being satisfactorily prepared, the scheme will be successful in being awarded the requested funding. Therefore although it is very likely that the Council will be awarded the full cost of delivering the schemes which have PE status, there is an element of risk regarding the design costs should the schemes not be successful through the business case process.
- 2.3 In order to ensure successful bids, a very strong working relationship has been established between TfGM, the CWCT, One Trafford Partnership and officers from the Strategic Growth Service, including regular meetings with all parties. The main purpose of this close working relationship is so that TfGM and the CWCT can review progress on the bids, discuss design detail, implementation and assist with the business case submission.
- 2.4 In addition to the schemes in Appendix 1, two additional schemes have achieved Programme Entry status in Manchester and Salford which are on the borders of Trafford. Firstly Manchester was awarded £9.5m from the MCF towards the delivery of a route from Manchester to Chorlton, part of which falls within Trafford. Secondly Salford was awarded £4.8m from the MCF towards the delivery of reinstating the towpath across the Barton Aqueduct which would remove a significant severance between Trafford Park and Eccles. Clearly both these schemes will improve cycling and walking facilities for Trafford residents as well as Manchester and Salford ones respectively. Trafford officers and One Trafford Partnership colleagues are liaising closely with these LAs as these schemes are being developed to represent the interests of Trafford’s residents and businesses.

### **3.0 Developing the Bee Network Map**

- 3.1 The Bee Network Map is a GM wide map, produced by TfGM on behalf of the GM CWCT. It is a “living” document which will continue to evolve over time as projects are brought forward. The Map is therefore not considered definitive and the presence of locations and alignments on the plan does not represent a final commitment by GM LAs to deliver an associated scheme. Instead it represents a strategic guide to delivery of a Network and it will evolve over time.
- 3.2 The first version of the Bee Network was published in June 2018 see link: <https://mappinggm.org.uk/bee-network/> . The Map was derived from a series of network planning workshops held in spring 2018 involving the people with greatest knowledge of the local network. A session was held in Trafford with Members, residents, cycling campaigners and officers. It was available for public comment for a period of 4 months, during which over 4,000 geo-referenced online comments were received from the public. Approximately 800 of these comments were recorded in Trafford.

- 3.3 The second version of the Bee Network will be published at the end of June 2019. It takes account of the above feedback and of joint work to further develop the network over the past year by TfGM and the ten GM LAs. All GM Councillors were provided an opportunity to view (and comment upon) Version Two of the Map in March 2019. Version Two of the Map sees the Bee Network increase from c1,500km to c2,100km in length, with every GM LA seeing additional routes added. The update has also resulted in an increase in the total number of crossings from c2,000 to c2,400.
- 3.4 The methodology used to create the Map seeks to make best use of large parts of the existing highway network which are already of a suitable standard. By deploying new or improved crossings at key locations to overcome severance (barriers to safe movement), quiet streets which are already pleasant to cycle and walk on can be joined into a coherent network. By combining with a comprehensive network signage package, a network can be delivered which is cost effective, relatively quick to deliver and which maximises geographical coverage giving access to it to more people. This method is known as the 'Neighbourhood Network Planning' method.
- 3.5 The Bee Network Map identifies two specific types of cycling/walking routes:
1. "Beeways" - these are generally on quiet roads or traffic free routes. The majority of these have been derived from the Neighbourhood Network Planning method.
  2. "Busy Beeways" - these are on busier roads and have been derived through a combination of the Neighbourhood Network Planning method and the Local Cycling and Walking Infrastructure Plan (LCWIP) method. Their feasibility as Beeways is subject to further analysis. These include the routes which are the subject of the current Streets for All Corridor Studies and exploration through the LCWIP, which in Trafford includes the following busy corridors: the A56; Urmston to Stretford and Sale West to Sale.
- 3.6 It is important to note that the presence of route alignments/junction improvements on the Bee Network Map does not guarantee that schemes based on these will automatically be accepted into the MCF programme. Similarly, there is some flexibility to accept schemes into the MCF programme that are not already on the Map provided they meet the necessary MCF criteria. For example, evaluation of schemes promoted by GM LAs for Programme Entry status in the MCF will include consideration of their strategic fit and contribution to the Bee Network. As the Map is a living document, it may be updated in light of any schemes granted Programme Entry status which are not already recorded on it.
- 3.7 Given the rolling nature of the Bee Network Map and the fact that it is not a definitive map, it is proposed to delegate the approval of future iterations of the Bee Network Map (as they relate to Trafford) to the Corporate Director of Place, in consultation with the Executive Member for Environment, Air Quality and Climate Change, with update reports being presented to Executive at appropriate intervals.

#### **4.0 Local Cycling and Walking Infrastructure Plans/Streets for All Study**

- 4.1 Alongside the evolution of the Bee Network through the Neighbourhood Network Planning method, TfGM has also been undertaking a major piece of work guided by the Department for Transport's (DfT) Guidance on Local Cycling and Walking Infrastructure Plans (LCWIPs).
- 4.2 The methodology for producing the LCWIP is distinct and separate from that used to prepare the Bee Network but they are interrelated. A primary source of data for the

GM LCWIP is the DfT's Propensity to Cycle Tool, which can demonstrate where cycling infrastructure is most needed. This has been combined with other datasets including consideration of significant existing infrastructure and historical/existing cycle flows, to inform the emerging network. Further work is required to audit the emerging network and to produce a prioritised list of schemes to deliver it, thus completing the LCWIP. This work is also linked to an ongoing "Streets for All" study along certain corridors in GM, including the A56.

- 4.3 "Streets for All" is a new way of thinking about the role of streets in GM with a focus on the needs of people and place, rather than considering the movement of vehicles alone in how we plan, manage and maintain GM's highways network. It considers the needs of everyone who uses GM's streets and the communities, buildings and public spaces alongside them. It also reflects the CWC's 'Made to Move' report and is therefore inextricably linked to the work on delivering the Bee Network Map.
- 4.4 The final Greater Manchester LCWIP will consist of three outputs, in line with DfT guidance:
- A future network plan for cycling and walking. This will be the latest version of the Bee Network Plan at the time of drafting;
  - A prioritised list of infrastructure schemes required to deliver the plan;
  - A report setting out the methodology and evidence behind the plan.
- 4.5 TfGM is still producing the GM LCWIP no definitive timescales have been identified but it will consist of specific schemes to be delivered in line with the overall network. Given the linkages and interrelationships of the LCWIP to the overall Bee Network, it is proposed to delegate the approval of Trafford schemes to be included within the LCWIP to the Corporate Director of Place, in consultation with the Executive Member for Environment, Air Quality and Climate Change, with update reports being presented to Executive at appropriate intervals.

## **5.0 Process for Identifying and Prioritising Future Bids for Cycling and Walking Schemes in Trafford**

- 5.1 It is likely that the MCF will have all been allocated/committed by the end of June 2019. However, it is understood that TfGM will be continuing to accept bids beyond that point to ensure that GM has a sufficient pipeline of schemes should further sources of funding become available, or if previously committed schemes become undeliverable for any reason. In light of this it is considered necessary to devise a process for identifying a pipeline of schemes in Trafford and for prioritising schemes for submission for future funding bids.
- 5.2 The main mechanism for identifying future schemes will be via the Bee Network Map as this is singularly the most comprehensive resource that identifies cycling and walking routes, and has been produced following public consultation. Once the Version Two Map is launched, it will be publicised on the Council's website and through its PR channels so that residents are informed and can further review the Map and submit comments. The Strategic Planning and Growth team will liaise with TfGM on any amendments to the Map in Trafford. Similarly, local Members will be notified and will be encouraged to liaise with either the Executive Member for Environment, Air Quality and Climate Change, or the Strategic Planning and Growth Team, on any potential schemes. Liaison will also continue with key stakeholder groups, such as the Trafford Cycle Forum.

- 5.3 Following the above, a list of potentially deliverable schemes will be identified by One Trafford Partnership in liaison with Council officers. One Trafford Partnership will then provide an initial scoring matrix for each of the schemes identified using the criteria in Appendix 2. It is important to note that the list of criteria set out in Appendix 2 is not in order of priority but is instead designed to identify schemes which will best fit corporate and strategic priorities and the priorities of specific funding source(s) which may include funding sources other than the MCF.
- 5.4 The scoring matrix will then be moderated by the Highways Contract Manager and Strategic Planning and Growth Manager. Once the schemes have been moderated, the list will be submitted for approval by the Corporate Director of Place, in consultation with the Executive Member for Environment, Air Quality and Climate Change. The approved list of schemes will then form the basis of future cycling and walking bids for funding. As with the Bee Network Map, the fact that a scheme is not on the list will not necessarily preclude it from inclusion within a future bid. However, where a scheme has not previously been included within the list of potential future schemes, it will need to go through the assessment process outlined above before it can be considered for inclusion in a bid for funding.

## **6.0 Next Steps**

- 6.1 It is currently anticipated that Version Two of the Bee Network Map will be published by the CWCT at the end of June 2019 and will be open for comments to be submitted to TfGM. These comments will inform a future iteration of the Bee Network Map.
- 6.2 The Trafford schemes which have been successful in achieving “Programme Entry” status (Appendix 1) will be developed, in conjunction with TfGM, the CWCT and key partners/consultees to produce full business cases with a view to implementing the schemes. Officers will also continue to work with TfGM and the CWCT to produce a draft GM LCWIP and to develop a programme for its delivery. A further report will be brought back to the Executive on this including the Streets for All Corridor Studies once sufficient progress has been made in respect of these work areas.

### **Other Options**

To not develop the existing PE approved schemes (Appendix 1) to full business case status, would mean that key elements of the Bee Network in Trafford would not be completed because insufficient funds would exist without the grant from the MCF. Additionally all resources spent to date on submitting the bids to the MCF would not be recoverable because this can only be done once the business case has been approved.

To not adopt a process for identifying and prioritising a pipeline of potential schemes would mean that Trafford would not be ready to submit schemes as and when additional funding becomes available. Not setting a list of criteria by which future bids for cycling and walking schemes can be assessed could mean that future bids would have less chance of being successfully awarded funds. For example, they may not meet current corporate/strategic priorities or they may not meet the criteria for the specific funding source.

### **Consultation**

As the full business cases are prepared, it will be necessary to consider the level and nature of public consultation required in relation to individual potential schemes. Due to the varied nature of the schemes consultation methods will need to vary and therefore as part

of the development process, consultation requirements and methods will need to be tailored accordingly. It is proposed to engage with a wide range of stakeholders including those representing people with mobility issues; older people; education facilities and Trafford's Cycle Forum. The Council's Partnerships and Communities Service will play a vital role in this community engagement.

**Reasons for Recommendation**

The recommendations in this report are necessary in order to: enable future iterations of the Bee Network to be published in a timely fashion; to ensure that those elements of the GM LCWIP relating to Trafford are in accordance with the wider Bee Network Map for Trafford and; ensure that future cycling and walking bids can be submitted in accordance with often short timescales whilst having the greatest chance of being successful.

**Key Decision** (as defined in the Constitution): **Yes**  
**If Key Decision, has 28-day notice been given?** **Yes**

**Finance Officer Clearance** (type in initials)...PC.....  
**Legal Officer Clearance** (type in initials)...TR.....

**[CORPORATE] DIRECTOR'S SIGNATURE** (electronic) 

To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.

Appendix 1 – Trafford’s MCF Bids

Table 1 – Trafford MCF Schemes Awarded Programme Entry Status

	Location	Intervention	Status	P.E. Award
<b>MCF First Tranche Approval (June 2018)</b>				
1	Stretford Cycle Way: White City way/Seymour Grove	Part of Stretford Cycle way	Programme Entry (PE) Approval	£0.2m
<b>MCF Second Tranche Approval (September 2018)</b>				
2	Stretford Cycle Way: Talbot Rd/Greatstone Rd Junction	Part of Stretford Cycle way (Traffic Signal improvements)	PE Approval	£1.1m (combined)
3	Stretford Cycle Way: A56 Talbot Rd Junction	Part of Stretford Cycle way (Northbound Right Turn from A56)	PE Approval	
<b>MCF Second Tranche Approval (March 2019)</b>				
4	Wharfside Way - Europa Way - Moss Road, Stretford	Dedicated Cycle and walking link from Moss Road to Wharfside, Trafford Park	PE Approval	£2.7m

Table 2 –Trafford MCF Tranche 5 (April 2019) Submission Scheme (awaiting decision in June 2019)

	Location	Intervention	Status	MCF Bid
5	A package of new and upgraded crossing points and junctions in the Urmston area	A pilot “Active Neighbourhood” project in Urmston, comprising a package of crossings and junctions which will improve both walking and cycling facilities and which would link a number of quiet routes to deliver a safe and active neighbourhood.	TBC	c.£11.2m
6	Sale Town Centre to Sale Water Park	A combined segregated cycle scheme with junction improvements for both cyclists and pedestrians.	TBC	c.£9m

Appendix 2 – Criteria for Prioritising Future Bids for Cycling and Walking Schemes in Trafford

<b>Cycling/walking scheme assessment matrix</b>		
<b>Scheme name/location:</b>		
<b>Criteria</b>	<b>OTP Score out of 5 (5 highest)</b>	<b>Moderated Score out of 5 (5 highest)</b>
Meeting Corporate Priorities		
Strategic fit		
Relationship to the Bee Network Map		
In a location where cycling/walking infrastructure is most needed		
Provides linkage(s) to key destinations/trip attractor(s), including health, education, employment and shopping facilities		
Meeting relevant stakeholder aspiration(s)		
Addresses severance issue(s)		
Addresses known road traffic accident hotspot(s)		
Provides linkages to wider masterplanning/development initiatives		
Meets objective(s) of the funding source		
<b>Total score for scheme</b>		
<b>Comments</b>		
<b>Proposed outcome of assessment</b>		
<b>Date</b>		