A report to the Mayor by Greater Manchester's Cycling and Walking Commissioner

Made to Move



steps to transform Greater Manchester, by changing the way we get around.

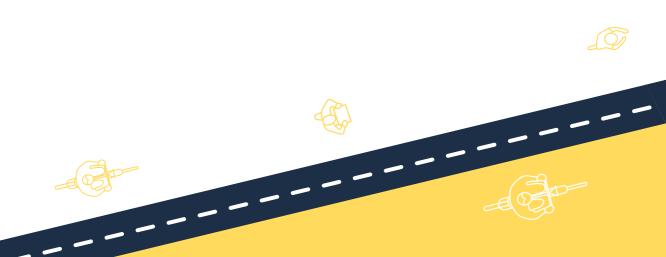
Our Goal:

To **double and then double again** cycling in Greater Manchester and **make walking the natural choice** for as many short trips as possible. We must do this by putting people first, creating world class streets for walking, building one of **the world's best** cycle networks, and create a genuine culture of cycling and walking.

Our 15 steps

We must:

- 1 Publish a detailed, Greater Manchester-wide walking and cycling infrastructure plan in collaboration with districts in 2018.
- 2 Establish a ring-fenced, 10 year, £1.5 billion infrastructure fund, starting with a short term GM Mayor's Active Streets Fund to kick-start delivery for walking and cycling. With over 700 miles of main corridors connecting across Greater Manchester, this is the scale of network we need to aim for.
- 3 Develop a new, total highway design guide and sign up to the Global Street Design Guide.
- Deliver temporary street improvements to trial new schemes for local communities.
- 5 Ensure all upcoming public realm and infrastructure investments, alongside all related policy programmes, have walking and cycling integrated at the development stage.



- 6 Develop a mechanism to capture and share the value of future health benefits derived from changing how we travel.
- 7 Work with industry to find alternatives to heavy freight and reduce excess lorry and van travel in urban areas.
- 8 Partner with schools and local authorities to make cycling and walking the first choice for the school run, and take action on traffic and parking around schools.
- 9 Deliver year on year reductions to the risk per kilometre travelled, by establishing a task force to improve safety on roads and junctions.
- 10 Call for devolved powers to enforce moving traffic offences, and develop strategies for reducing antisocial driving, through public spaces protection orders.

- Prioritise investment based on the measurement of people movement, rather than motor-traffic, and integrate with a new street satisfaction index.
- 12 Ensure local communities are engaged and supported in the development and use of new infrastructure and programmes.
- Deliver greater levels of public access to bikes across Greater Manchester, working with the private sector to deliver low cost and innovative solutions.
- 14 Work with local businesses to help shape our new network and achieve a culture-shift on commuting.
- Launch our own version of a 'Summer Streets' festival, creating low car town and city centres to trial street closures on the network.



There are some great examples of smart, innovative cycling and walking schemes happening across the world, right now. We have lots to learn from and aspire to.















Contents

Our goals and actions Foreword	2 7
Commissioner's mission statement	8
Creating the space for walking and cycling	
Delivering the Greater Manchester Network	10
New, better and more innovative design	12
Safer streets and junctions	12
Reclaiming the school run	14
Genuinely joined up public transport	14
Why Greater Manchester needs a new network	
The way we travel is killing us	16
People want change	18
Devolution can deliver	18
Sound evidence and a bold vision	19
We believe in putting people first	
Our people first priorities	21
Increasing people's access to bikes	23
Culture shift	23
Delivering dedicated and sustained funding	
Efficient investment	24
	24
Conclusion	27
What this means for you	28
References	30

When I invited Chris Boardman to become our first Cycling and Walking Commissioner, I asked him to tell me what would be needed to deliver a step change in the numbers of people walking and cycling in Greater Manchester.

The recommendations in this report rise to that challenge. They will inform the development of the Greater Manchester Cycling and Walking Strategy, to be published next year.

This shift in how we travel makes a huge amount of sense, not least on health grounds. Almost four out of every ten people across our city region are not currently getting enough exercise, and this inactivity is costing us dearly, with the impacts of congestion, air quality, and reduced productivity.

l've set a target for 2025 of getting three quarters of people across Greater Manchester active, or fairly active, through sport, exercise or active travel. We know that this first step towards better health can also lead to other positive changes, such as taking action on smoking, drinking or diet.

To ensure that cycling and walking become our natural choice for short journeys, this report introduces the changes needed in the way we think about and design our streets, roads and public spaces. Other cities have shown that if you build high-quality cycling infrastructure then people will use it.

We need to start counting the movement of people, not just cars. We need to make active travel attractive, safe and easy. We need to make sure that our schools and workplaces are all supported to promote cycling and walking.

Chris Boardman has done a great service to Greater Manchester in presenting us with this challenging report.



I am determined that we meet his challenge, and get people moving.

Andy Burnham Mayor of Greater Manchester COMMISSIONER'S MISSION STATEMENT

Riding a bicycle or crossing a street should not require bravery.

For too long our town and city streets have been designed around motorised vehicles, leaving them unsafe, unattractive and difficult to navigate on foot or by bike.

The Mayor's ambition for Greater Manchester is for it to be the best place in the UK to grow up and grow old in, to live and work in and to geton in life. To achieve this ambition, we could look for inspiration at some of the highest-ranking countries on the world's happiness index: the Netherlands and Denmark.

And what do they have in common? They prioritise walking and cycling above all other modes of transport.

The way we design our streets and transport is key to realising our ambition. That's why the Mayor has made walking and cycling a priority, and why we are both determined to make Greater Manchester the best city in the UK for walking and cycling.

But the fact is that people will only travel this way if it is easy and pleasant. Riding a bicycle or crossing a street should not require bravery.

We need protected space; uninterrupted, all the way from where I am to where I want to be. Only with safe and attractive space will people that don't walk or cycle now, venture out onto the road in significant numbers. Not only must we create a joined-up network that spans the city region, it must be something a 12-year-old would choose to use. That '12-yearold' represents a pensioner, a mother, someone with mobility issues, all the people we want to travel by bike instead of car but currently don't. A 12-year-old will be our yardstick.

Our pavement and public realm improvements also need to pass the test of being accessible to all, especially pedestrians, the partially sighted, and a parent with a buggy or double buggy.

There are strong precedents and clear evidence. Other European countries like the Netherlands started to prioritise walking and cycling in the 1970s. There, they've seen child fatalities on the road fall from over 400 to just 14¹ in 2010, while at the same time increasing the proportion of children who cycle to school to over 50%. Here in the UK, just 3% of children cycle to school.²

Although the Mayor, Transport for Greater Manchester (TfGM) and I will take responsibility for leading and delivering this vision, it must be done in partnership with the ten districts of Greater Manchester and in consultation with local communities. We cannot do it without them. Businesses small and large also have a part to play in shaping our network, and will of course reap the benefits. My job will be to help clear the obstacles out of their way, be they financial, political or social.

Central to our plans is the need for sustained investment in walking and cycling infrastructure to equal that seen in cities like London. To deliver meaningful benefits and meet required standards we need to invest £1.5 billion to put cycle routes on every main corridor and make public realm improvements. Over the next decade, this works out at £150 million per year and will deliver an initial network spanning the main towns or extended urban areas of Greater Manchester. It will give a return of at least £8.3 billion³ in public benefits. It sounds like a lot, but with over 700 miles of main corridors across Greater Manchester, this is the scale of network we need to aim for.

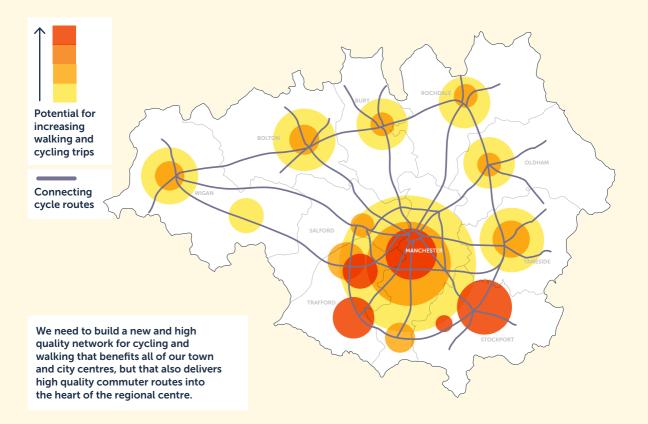
Major investment will take time, and that's why I'm proposing an Active Streets Fund to continue with current programmes, join up with parallel plans across the city region, and sustain our current levels of investment for the immediate future.

We have to get this right. I won't waste people's money or time building a network that won't deliver a fundamental and cultural change in how we travel.

Greater Manchester is poised to lead the way in transport and set the standard for the rest of the UK to follow.

Chris Boardman MBE Cycling and Walking Commissioner for Greater Manchester





Delivering the Greater Manchester Network

To make our vision a reality, we must create dedicated networks for walking and cycling. This means building segregated cycling routes on main roads and through junctions supported by traffic-calmed cycling routes. It also means improving the quality of the public realm and better wayfinding to make walking short journeys much easier.

A detailed infrastructure plan will be published in 2018. Some of these routes

will be new – devised in consultation with districts – others have already been planned but without funding to deliver, and some are at an advanced stage with funding in place. The Cycle City Ambition Grant programme and other recent projects have shown what can be accomplished. A lot of work has already taken place and the delivery of key routes has already started. Now we need to join it all together with sustained funding, a common standard and a consistent vision.



Cycling routes should be a mixture of wide segregated cycle lanes on main roads, offering quick journeys across Greater Manchester, local cycling routes through communities, and green routes that encourage slow cycling through residential streets. And all these new cycling routes must be delivered to meet to a standard that a competent 12-year-old would choose to use and provide opportunities to learn to ride.

Walking routes must link across difficult junctions, to local schools and shops, and be well signposted with walking times not distance. Improving links to transport interchanges and improving public spaces, pavements, side road crossings, places to rest and high streets will enable more walking in the community. If roads and pavements are not accessible to someone with a buggy or mobility difficulties then they have failed as public places open to all.

The Propensity to Cycle tool shows that if Greater Manchester residents were as likely to cycle to work as the Dutch (for trips of similar length and hilliness) commuter cycling rates would increase ten-fold, from 2.2% to 21.3% of all journeys.⁴ This tool, alongside a similar Propensity to Walk tool, will be used to help prioritise investment.

New, better and more innovative design

Greater Manchester is known for innovation and, in terms of new transport infrastructure, it has already had success with schemes such as the Oxford Road bus route and Wilmslow Road corridor. We need to see more innovation trialled across our roads, to make us truly world-leading. This could mean trialling new street design by temporarily reclaiming street space - filtering traffic, creating protected bike lanes incorporating trees to screen noise and improve air quality, and claiming public space from underused parts of roads to create places to rest, socialise and play. Cities right across the world have already used this approach; now it's Greater Manchester's turn. And if it doesn't work and people aren't happy, we can change it.

Our new, dedicated networks need to be distinctively branded and mapped, making them fun and easy to use, whether by bike or on foot. These routes will enhance the whole streetscape and provide benefits to communities and road users through tree planting and improved road surfaces.

Safer streets and junctions

Shopping and commuting generate the most journeys, so it makes sense to focus efforts on our local high streets and junctions. The Mayor's ambition is to see revitalised town centres and safe communities, where everyone can enjoy green spaces and breathe clean air.

To do this, we need to identify a priority list for making improvements to local high streets to make them accessible for walking and cycling. Implementing 20mph limits that actually result in 20mph speeds are crucial to the success of creating safer communities. Everybody should be able to cross the road safely, directly and without delay. Crossings should be positioned in the right place and give everyone enough time to cross the road. We must also identify new green routes through residential streets, which will enhance the street for everyone.

Junctions pose the greatest danger on the roads. Two thirds of all collisions take place at junctions; this increases to three quarters of all cycling collisions.⁵ We must undertake a review all important junctions, rating them in terms of the level of service they provide to people walking and cycling. We must trial new street design – filtering traffic, creating protected bike lanes and claiming public space from under-used parts of roads.

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Reclaiming the school run

The school run has ceased to be anything of the kind. Each morning and afternoon the zones outside our school gates are dangerous, congested places where parents – ironically fearful of the dangers of traffic – drop off their kids by car. This critical part of a child's daily exercise has become a polluted short journey by car, contributing to a lack of exercise and a build up of air pollution in residential areas. Many parents idle or park illegally directly outside school so the risk of illness or injury is made even worse.

As well as making walking and cycling to school safer for parents and children alike, through new and better quality cycle lanes and walking routes, we must work harder to ensure parents have viable alternatives to cars for this essential daily journey with their children.

Genuinely joined up public transport

Walking and cycling are the natural partners to public transport. These combination journeys can reduce people's reliance on driving. But we must aim for seamless integration between these modes, which means designing transport hubs that prioritise walking and cycling for passengers. Alongside this, smart ticketing, reduced fares for young people and improved bus services will encourage people to make the change.

The proportion of children that cycle to school (%)⁶



Over 50% in the Netherlands





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3	Develop a new, total highway design guide and sign up to the Global Street Design Guide.
4	Deliver temporary street improvements to trial new schemes for local communities.
5	Ensure all upcoming public realm and infrastructure investments, alongside all related policy programmes, have walking and cycling integrated at the development stage.
6	Develop a mechanism to capture and share the value of future health benefits derived from changing how we move.
7	Work with industry to find alternatives to heavy freight and reduce excess lorry and van travel in urban areas.



The way we travel is killing us

In 2016, the Royal College of Physicians estimated that ambient air pollution causes 40,000 premature deaths per year in the UK, at an estimated social cost of £22 billion per year. Adjusting these figures proportionally to account for population, this means that there are 2,000 premature deaths in Greater Manchester per year.⁷ Our children suffer with asthma at twice the national average.⁸ And all this is principally caused by excess motor traffic.

Traffic congestion has a £1.3 billion annual cost to businesses in Greater Manchester.⁹ As our economy and population grows, it has been estimated that we'll be taking 800,000 more daily journeys on our transport network by 2040.¹⁰ We can't afford for those journeys to add to congestion.

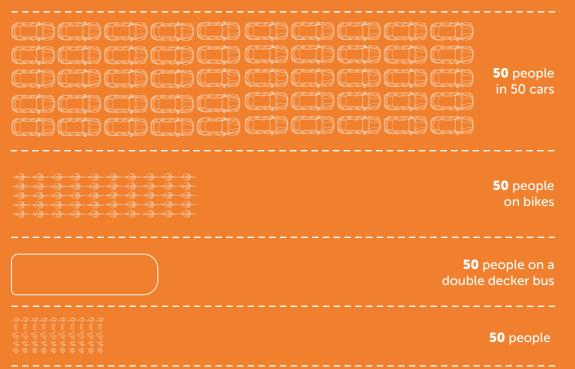
Across the country the average number of walking trips is 16% lower than 20 years ago.¹¹ This has been an important contributor to the obesity crisis. Around two-thirds of adults in Greater Manchester are overweight or obese – rates are even higher among children and continuing to rise.¹² And 50% of adults in Greater Manchester are physically inactive,¹³ with a cost to the local NHS of more than £500,000 per week.¹⁴

Despite this, Greater Manchester residents drive for many journeys that could easily be biked or walked. And even though 30% of households don't own a car,¹⁵ it is the less affluent who have the worst air quality, as they are often close to the busy roads that others use to exit the city, emitting pollution and noise as they pass.

Aside from pollution, it's a shocking fact that more than 600 people are killed or seriously injured on Greater Manchester's roads every year,¹⁶ with around half being people who were walking or riding bikes.

For all of these reasons, cycling and walking has to be given a much higher priority. More people travelling this way will lead to significant benefits for the whole community, even those who never choose to ride a bike.

The road space used by 50 cars compared to the same number of travellers cycling, using the bus or walking







£500,000

This costs the local NHS more than £500,000 per week



One recent UK study showed that walking or cycling to work led to an overall 46% reduction in the risk of cardiovascular disease ¹⁷



in GM every day die early from air pollution

30%

of trips **under 1km** in GM are made by car, the equivalent of:





mins walking

mins cycling

600 More than 600

people are killed or seriously injured on GM roads every year



Traffic congestion has a £1.3 billion annual cost to GM businesses



People want change

Eight out of ten residents – equivalent to 2.2 million people across Greater Manchester – want cycling and walking to be safer.¹⁸ In fact, over two thirds of people would walk and cycle more if they felt safer.¹⁹ Despite these numbers, and this clear potential, we have consistently prioritised moving vehicles not people.

To realise the vision outlined in the Greater Manchester Strategy, 'to make Greater Manchester one of the best places in the world to grow up, get on and get old', a rapid increase of ambition and resources relating to cycling and walking is essential.

Enabling more cycling and walking is not an end in itself; this strategy must help to deliver against the broader priorities for Greater Manchester. The region needs more housing and more efficient transport infrastructure, so our strategy must ensure new developments are located within walking or cycling distance of existing transport hubs. New developments must also contribute to the improvement of these networks so they become more joined up over time. Greater Manchester's existing strategies on air quality, congestion, climate change and population health can also use cycling and walking to deliver their outcomes.

Devolution can deliver

The appointment of the Greater Manchester Mayor is an opportunity for a new way of working. He has taken responsibility for the cycling and walking agenda and is preparing to overturn decades of underinvestment. He has already made a commitment to build up investment for a dedicated cycling budget, eventually totalling £17 per person.²⁰

The Mayor's appointment of the Cycling and Walking Commissioner clarifies the decision-making structure and shows clear intent to leverage cycling and walking to improve the life of people across the city region. Other new powers and priorities in the areas of public health, air quality and cutting congestion give the opportunity to link the various objectives.

It is the Cycling and Walking Commissioner's job to set the strategy and actions for Greater Manchester, with TfGM as the principal delivery agency, and work in partnership with the Mayor, leaders, and heads of all relevant agencies. Responsibility for the strategy may lie with the Mayor, but it can only be delivered in partnership with local leaders.

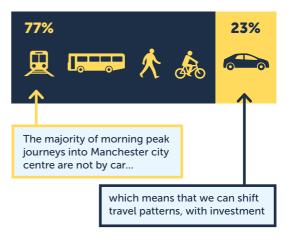
This will be the first ever city region cycling and walking strategy to be supported and delivered in collaboration with partner districts.

Sound evidence and a bold vision

This strategy relies on robust evidence, and schemes must demonstrate that they deliver benefits to the majority of people. Some schemes will benefit people walking more; others may benefit those driving more, because it helps to release space elsewhere. We need to measure and recognise how people use the whole street space.

Across the UK we measure success by vehicle movement, not people movement. It is an outmoded approach that stems from the day when city planners thought there would be no alternative to the car. Times are changing quickly and people are adapting their behaviours. Greater Manchester will be the first to start measuring how everyone uses highways and public spaces – counting people as well as vehicles. This is a far more accurate and equal way of measuring what happens on our streets. Crucially, it values people not vehicles.

Morning peak time commuting into the regional centre (modal share)²¹



Alongside this evidence base, we must listen to what people want – an approach that could transform our transport network. And we must measure and share outcomes not only in raw numbers but also people's satisfaction of their community.

Taking action

- Partner with schools and local authorities to make cycling and walking the first choice for the school run, and take action on traffic and parking around schools.
 - Deliver year-on-year reductions to the risk per kilometre travelled, by establishing a task force to improve safety on roads and junctions.
 - Call for devolved powers to enforce moving traffic offences, and develop strategies for reducing anti-social driving, through public spaces protection orders.

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©Living Streets

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Our people-first priorities

The Greater Manchester Mayor was elected with a manifesto developed by communities, for communities. The future Greater Manchester Cycling and Walking Strategy must follow the same model. Streets need to be developed by communities and for communities.

There needs to be a clear understanding of who streets are for when planning and approving investment, one that puts people first by prioritising how the street should be used for the benefit of the whole community.

Enabling people to walk and cycle improves the region's economic

prospects by increasing residents' mobility. In Denmark, the poorest households travel 25% more than the equivalent families in the UK, mostly due to cycling.²²

We must work with the highways directors and urban traffic control team to review upcoming schemes and ensure that a total highways approach is adopted – one that works for people, not just the vehicles they drive. It's also key that we listen to how people want their streets improved and should develop a fund to eliminate rat running on residential streets.





Link and place approach

Our strategic approach for planning and investment will set out which transport modes will be a priority on each street in Greater Manchester. This will put people first, prioritising walking and cycling in more residential and shopping streets and public transport and motor traffic on linking roads.

Place - such as residential streets are for walking, cycling and car access only

Link - such as a connector road for public transport, driving and cycling

Public bike hire schemes are shown to increase dramatically the number of trips cycled in urban areas. A020004813

Increasing people's access to bikes

To enable more journeys by bike, we must build on our bike hire schemes. Public bike hire schemes are shown to increase dramatically the number of trips cycled in urban areas as they remove some of the barriers that come with owning a bicycle, including the cost, maintenance or a lack of appropriate storage. It's also important to work with industry to increase access to E-bikes, which allow people to cycle longer distances or hillier journeys compared to a conventional bike.



Culture shift

We must hold events to bring people together and celebrate the new opportunities to try walking and cycling, to temporarily reclaim space, create 'play streets' and use iconic public spaces. This could include low car weekends, highlighting how streets could be used if there were fewer journeys.

In terms of our day-to-day journeys, we need to work with residents, businesses and communities to enable their staff and customers to walk and cycle more. We must also work with schools to make sure all children have the opportunity to learn to ride a bike, and encourage families to walk and cycle to school through proven and innovative projects.



Efficient investment

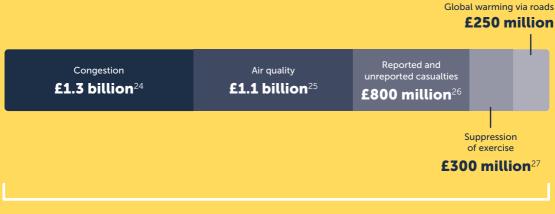
To deliver meaningful benefits to communities and meet the required standards we need to invest £1.5 billion in a Greater Manchester-wide walking and cycling infrastructure network. This would have routes on all the main corridors, and place making improvements to make communities more permeable for walking and cycling. Over the next decade, this works out at £150 million per year. This could deliver an initial network spanning the main conurbation of Greater Manchester and give a return of at least £8.3 billion in public benefits.²³

To make this happen, we need to identify funding options from a variety of sources. The first phase is to ensure there is no reduction in delivery. The second phase will be to commence a long term pipeline to deliver the necessary infrastructure delivery. The Mayor said that he would work towards London's investment in cycling of £17 per head per year, which adds up to £47.6 million. To genuinely grasp the opportunities, a combined budget for walking and cycling needs to significantly exceed this. Our priority is to make this a reality with short term funding to deliver projects that will change how we travel in the next couple of years.

When people are more active they are more productive at work, happier and more prosperous. Access to a bicycle and a network to use it means people travel more.

Cost of doing nothing

When considering costs and value for money, it is important to ensure the cost of not taking action is also quantified. The below evidence gives an indication of what 'not acting' is currently costing us. It is clear at a glance that even small changes in transport habits can produce significant savings.



Walking and cycling offer an outstanding return on investment and significant indirect economic benefits, returning at least £5.50 for every £1 invested.²⁸ There is an 86p per mile net benefit for each mile cycled instead of driven. If Greater Manchester could meet the target of 10% of journeys cycled there would be annual benefit to society of £350 million.²⁹

There is also a public call for more to be spent. When surveyed, people wanted to see £26 per person per year spent on walking and cycling.³⁰



More journeys are cycled than taken on Metrolink,³¹ yet there is no comparison with the level of investment. Schemes to enable more cycling and walking are extremely low cost compared to other transport investment, but that doesn't mean we can do it on the cheap. A cycle lane can be created for £50,000-£2million per km.³² And if cycle lanes are created at the same time as overall highways maintenance, that cost is significantly reduced. "My single biggest regret as Mayor is that I did not do it sooner... knowing what I do now, we would have blasted ahead with our new segregated cycle lanes from the beginning."

Boris Johnson, Mayor of London (2016)

In London, approximately £100 million per year is being invested over a 10year period on developing cycling infrastructure.³³ The initial network was created without significant amounts of segregated lanes but, following a number of tragic fatalities, the emphasis has shifted to creating fully segregated lanes on busy roads.

Working with TfGM, we are determined to make sure that central government gives Greater Manchester the right deal. But that's not all. We also need to identify innovative ways to guarantee a long-term funding stream. Some of the options to be explored include using the transport levy to deliver local priorities to all districts, developing a workplace parking levy, using the air quality funds, and seeking support from health and economic growth funding, given the clear return on investment that can be offered.

It will take time to develop these income streams. The creation of a dedicated Active Streets Fund would ensure no dips in funding. To be successful, all ten districts must identify the routes to be enhanced. Our strategy must align to other Greater Manchester and district strategies.

Taking action

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Prioritise investment based on the measurement of people movement, rather than motor-traffic, and integrate with a new street satisfaction index.



Ensure local communities are engaged and supported in the development and use of new infrastructure and programmes.

- Deliver greater levels of public access to bikes across Greater Manchester, working with the private sector to deliver low cost and innovative solutions.
- 14

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Work with local businesses to help shape our new network and achieve a culture-shift on commuting.

Launch our own version of a 'Summer Streets' festival, creating low car town and city centres to trial street closures on the network.



Greater Manchester was the city that led the world into an industrial revolution. It has trailblazed in so many areas of science, industry and social progress. From modern computing, to women's suffrage to the discovery of graphene, our city region defines change, embraces progress and sets the bar for other cities across the world.

At the moment, we are nowhere near where we need to be for walking and cycling, and it will be my mission to work with partners right across Greater Manchester to achieve a dramatic transformation in the next decade.

There is so much to be gained by changing how we move around our city region. Health, pollution, congestion, public safety and climate change. These are the biggest problems facing our region – and our planet – today. Evidence shows that by changing the way we travel, we can have the single biggest impact on all of these areas and in the process create happier more vibrant place to live.

And excitingly, surveys tell us that this is what you want to do, so it's down to us to clear away the obstacles and deliver.

I truly believe Greater Manchester can lead the way and show the UK what can be done on a scale never before seen.

What are we waiting for?

And what this means for you

Beyond the policies and the funding streams, lies the critical question of 'what will all this mean for me?' Here are ten ways in which Greater Manchester's cycling and walking ambition will transform your life.

The child with asthma

If we cut car journeys dramatically we can start to deliver the clean air revolution that our children deserve to start bringing the incidence of respiratory illness down.



The lover of beautiful city spaces

With a focus on better design, more liveable streetscapes and high quality new cycling and walking infrastructure, we can deliver a more beautiful city region.

The woman recovering from road collision injuries

For those who have suffered a collision, there will be the peace of mind that the lessons are being learned and that action is being taken.

The long-lived and life-loving octogenarian



The new, segregated network means that young and old alike can keep fit and active as they get from A to B, keeping in great physical and mental shape.





The city physician

With a £2 billion gap between our health budget and our health costs, NHS workers will welcome the greater health outcomes brought about through much higher levels of walking and cycling.

The emergency responder

Shifting people from driving to walking and cycling cuts KSIs and improves public health for hard-pressed NHS workers.

The free-range 12-year-old

After decades of heavy traffic that kept kids out of the saddle, a new generation of young people will be able to cycle themselves around the city, to friends, to school and to sports.

The everyday driver

Even drivers will benefit, as more cycling and walking takes short journeys off the roads, reducing congestion for those who are reliant on a vehicle for work.

The employer who loves her team

With bike loans, in-work facilities and an active walking and cycling plan, bosses will see that a fitter, happier workforce is a worthwhile investment.

The newly employed apprentice

With new, well planned cycling routes right across Greater Manchester, getting into work, for free, will bring more opportunities and better health, too.



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