

Cycle crossing Spencer Road West

I am formally requesting under a Freedom of Information request all information relating to the proposals of the Toucan crossing, including all correspondence, consultation with residents, survey undertaken to evidence that these proposals are supported by the number of cycles in the area which would potentially use this cycle crossing and any other relevant correspondence.

The Wigan to Standish Phase 1 scheme has been through a series of approvals with Transport for Greater Manchester including the approval of a Full Business Case.

This document contains all the background information relevant to the scheme, including data collected and analysed. Excerpts from this document are attached for your viewing.

Consultation and engagement have taken place with residents and stakeholders. The initial consultation exercise took place in August 2021. This web page contains all the information shared throughout the consultation period: [Schemes currently under construction \(wigan.gov.uk\)](https://www.wigan.gov.uk/schemes-currently-under-construction)

In addition to this several site visits with residents and councillors have taken place.

All feedback has been addressed and is available to read on the 'You said, we Will' document, also on the same webpage as above.

All correspondence related to the Toucan crossing is attached, with all personal details redacted.

Email dated 11/05/2023

Please can some help be given to the email below which is self- explanatory Thanks

From:

Sent: 31 March 2021 22:02

To:

Subject: Possible crossing.

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Dear

I am contacting you in regards to the a road which I believe is in need of attention. Spencer Road West, in particular the junction crossroad of Gidlow Lane, Beech Hill Avenue and Spencer Road West. At present there are no pedestrian crossings along this stretch of road. I have scoured reported the road once already to the council when they were asking for areas of concern, but this has yet to be rectified.

I use this road and cross regularly, as part of our walk to school with my three young children and often walking to other places in the area such as the park and the town centre. The crossing of the road is becoming increasing dangerous and in turn leaving myself and other residents I have spoken to increasingly concerned.

I understand that this stretch of road is busy and this may in turn cause some disruption, but in the long run the road would be safer and it would make the biggest of differences. We have a ten year old daughter who we cannot allow to walk home from school unaccompanied because this stretch of road is too dangerous to cross.

I am sure you can agree that with the dangers and the feeling of being unsafe that are currently being highlighted for girls and women, that being unable to safely cross the roads in our community should not be such an issue that as a parent it is preventing the ability to provide our daughter with the freedom and independence she needs in order to prepare her for high school in the coming September.

Attached are some photographs of the crossroads at Gidlow Lane/Beech Hill Avenue, and also some of the crossing point on Spencer Road West. As you can see from the photographs the crossing on Spencer Road West is difficult as we struggle to see approaching vehicles, and the crossroads on Gidlow Lane/ Beech Hill Avenue are often chaotic and hard to judge. There are currently ramps for wheelchairs and push chair users but no safe form of crossing. I hope you can help me with this situation or at least help point me in the right direction.

Yours Sincerely

Further Comments

11/ 5/2021 14:00

From:

Sent: 06 May 2021 09:52

To: Report IT for Councillors ric@wigan.gov.uk

Subject: FW: Acknowledgment of your Councillor Enquiry 791374-LCS

_____ has asked for an officer she can contact in regard to the below issue please sent on 31st March 2021

Email dated 04/11/2022

Dear

Please could we arrange a site meeting to discuss your concerns.

I am currently on leave, returning 15th Nov, so please let me know your availability after this date.

Regards

Places: Economy and Skills
Wigan Council
Wigan Life Centre (South site), College Avenue, Wigan WN1 1NJ

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www.facebook.com/WiganCouncilOnline

From:

Sent: 05 October 2022 16:47

To:

Cc: Subject: Ref: RD/LS/DC/C108/459 - Spencer Road West Wigan - Proposed Toucan Crossing and Prohibition of Waiting Order

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Dear Sirs,

Re your letter dated 13/9/22, please find below our email, sent in response to your original letter dated 23/8/21, which sets out our concerns regarding this proposal.

We note that the Plan enclosed with your latest letter has been revised slightly. If anything, the additional double yellow lines will make the new proposal even worse than the original.

It is already extremely difficult at busy times to reverse onto private driveways along this stretch of road and the new proposals will lead to parking overcrowding as vehicles parked on the road are compacted into what little parking space will remain in front of residents' properties. Other concerns regarding double parking, emergency vehicles and heavy goods vehicles are set out in the original email.

We note these concerns do not appear to have been considered and addressed since the original correspondence.

We look forward to receiving your response.

Regards,

Begin forwarded message:

From:

Date: 20 September 2021 at 12:10:05 BST

To: majorprojects@wigan.gov.uk

Cc:

Subject: Wigan to Standish Walking and Cycling Network - Phase 1 - Spencer Road West Crossing

Dear Sirs,

I refer your recent letter re the above. We live at ____ and believe the proposed crossing will have a serious adverse impact on the parking availability along this road.

Spencer Road West is an extremely busy route around the outskirts of Wigan, used by a lot of emergency services vehicles travelling at speed, heavy vehicles heading to and from the Martland Mill industrial area and a high volume of local traffic, especially during the rush hours.

The traffic lights at the Gidlow Lane end of Spencer Road West have double yellow lines restricting parking at that end of the road and residents regularly use the parking areas in front of our house. People using the Galloways bakery and other food outlets in Gidlow Lane also park along this stretch. However, the main impact will be for residents parking.

If the proposed crossing goes ahead, 4 houses on each side of the crossing will lose the parking areas in front of their houses, i.e. an area of parking for 16 cars will be removed by the zig-zag lines.

This will result in overcrowding as parked vehicles are compacted along the remaining available parking areas between the crossing and the traffic lights. Residents will find it impossible to reverse onto driveways due to lack of room to manoeuvre and traffic volumes and it is dangerous and illegal to reverse back out onto a main road.

If the crossing itself has traffic lights, these are likely to cause traffic to back up back to the traffic lights at Gidlow Lane at peak times, causing congestion there.

Parked cars will be double parked all along both sides of the road reducing the available width for traffic, potentially causing trouble for emergency vehicles at peak times as there will be no passing spaces.

Please could you confirm all these issues have been properly considered and advise how they will be addressed?

Many thanks.

Yours faithfully,

Hello

Thank you for getting in touch regarding the proposed crossing on Spencer Road West.

During development of the proposal we looked at the possibility of upgrading the junction of Spencer Road West/Beech Hill Ave/Gidlow Lane and adding pedestrian and cycle crossings. Unfortunately there are many challenges with this proposal and we didn't have the funding to do this at this stage.

We would like to provide crossings at this junction in the future so we are seeking funding opportunities.

In the meantime we are proposing the toucan crossing on Spencer Road West, which will provide a safe crossing point on this busy road. This forms part of wider plans to provide a mainly off-road route for pedestrians and cyclists connecting Wigan with Standish, which can be seen on the plans below.

Would you would like to meet on site to discuss your concerns in person? I am currently on leave, returning 15th Nov, so please let me know your availability after this date.

Figure 1: Proposed Wigan to Standish walking and cycling route.

Blue line = Phase 1

Orange line = Phase 2

Green Line = Standish Mineral Line (built)

Purple line = Standish Mineral Line extension (being built)

Red Line = future phase through Mesnes Park to connect with Wigan Town Centre.

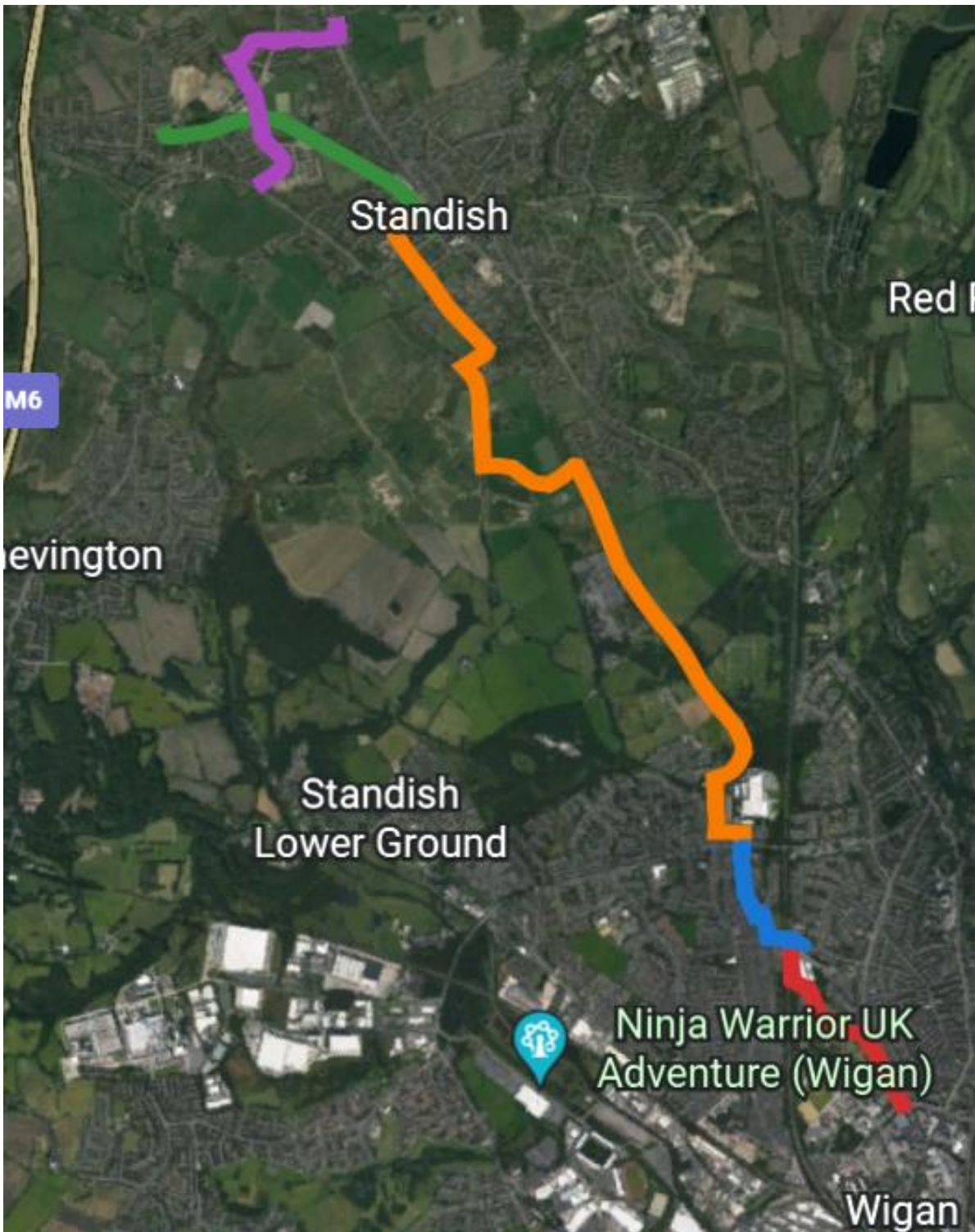
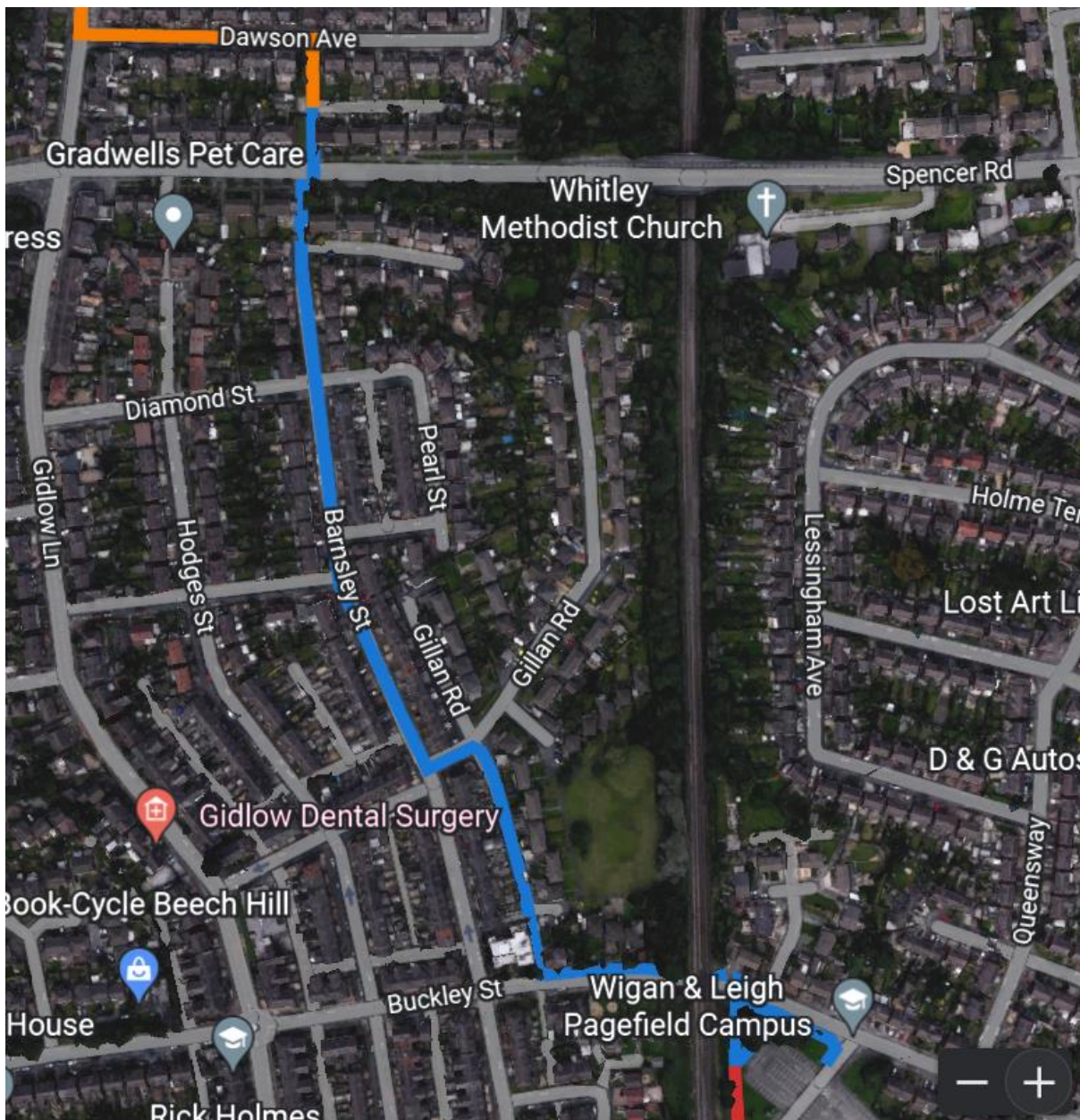


Figure 2: Zoomed in view of Phase 1, connecting Spencer Road West with Mesnes Park

Blue line = Phase 1

Orange line = Phase 2

Red Line = future phase through Mesnes Park to connect with Wigan Town Centre



Regards

Places: Economy and Skills

Wigan Council

Wigan Life Centre (South site), College Avenue, Wigan WN1 1NJ

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From:
Sent: 19 September 2022 18:23
To:
Subject: Proposed toucan crossing spencer road west

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we live at ____ And reversing out is going to be more difficult .It would make more sense to create a crossing at the traffic lights

I would most definitely like to discuss this proposal in person .

I completely understand the theory behind the proposals however you mention the proposal having the least impact on residents . Well this proposal is going to have a massive impact on the lives residents in the area that I live .

I have emailed my arguments against this proposal. The dangers that's it entails and the impact it will have on the community in which I live . Which will be devastating.

I am available Monday to Thursday from 3.30 pm onwards .

I look forward to discussing this with you in person

Regards

Sent from my iPhone

On 4 Nov 2022, at 12:22,> wrote:

Dear

Apologies for the delay in coming back to you on this.

Please see below for the research and reasons for the proposals.

If you would like to discuss your concerns on site in person, I will be returning from leave on 15th November. Please let me know your availability after this date.

Wigan Council declared a Climate Emergency in 2019 in a bid to acknowledge the urgency surrounding this complex and vital issue. The council is determined to display strong leadership and work collaboratively with communities, partners and organisations to ensure our Council reaches the target of net zero carbon by 2038, with a strong influence on reducing the borough's emissions as a whole.

One of the main areas where the council can influence and encourage positive behaviour change to reduce emissions and combat climate change is by facilitating sustainable transport choices, especially for shorter journeys.

Evidence shows that by providing safe and accessible walking and cycling routes people are empowered and facilitated to change their travel behaviour for the benefit of their health, their pocket, and the planet.

Through public consultation over several years, the council, the public and other stakeholders have developed a plan for an aspirational walking and cycling network for the borough. Through this exercise we have established where people currently walk and cycle, where they would like to, and identified the barriers to walking and cycling. These route aspirations have been crystallised as part of Greater Manchester's Bee Network, which is a 10-year plan to connect every neighbourhood, school, high street, and public transport hub in the region.

Our plan is to revolutionise travel across the city-region, making active travel the number one choice for travelling to work, to school and to the shops. But we can only do this if trips by foot or by bike are a safe and pleasant experience.

That means we hold ourselves to the highest standards for quality – routes that are fit for a 12-year-old, a double buggy or a wheelchair user. We are delivering fully segregated cycling and walking routes on busy roads, quality signage and crossings on quieter routes and creating areas where people are prioritised to make streets safer and quieter.

The route between Wigan and Standish has been identified as a key link for the Bee Network through this consultation process.

Journeys between Standish, Wigan and intermediate destinations are predominantly made by private car. These areas, and the interconnecting routes, suffer from congestion and airborne pollution.

The rationale for the proposals is to provide a coherent, direct, safe, comfortable, and attractive walking and cycling facility, connecting Wigan Town Centre with Standish and intermediate destinations.

Several route options have been explored during development of the proposals including...

1. The A49 (Wigan Road / Wigan Lane)
2. The A49 and the B5736 (Mesnes Road/Kenyon Rd/Bridgeman Terrace)
3. An off-road route to the east of the A49
4. A predominantly off-road route to the west of the A49, between Standish Wood Lane and Gidlow Lane

To link the off-road route between Standish Wood Lane and Gidlow Lane to Wigan Town Centre, several further route options have been explored, including via...

5. Dawson Ave, Barnsley St/Hodges St, Park Road
6. Gidlow Lane/Frog Lane
7. Dawson Ave, Barnsley St, Buckley St, Walkden Ave and Mesnes Park

The off-road route connecting Standish via Standish Wood Lane with the northerly section of Gidlow La and then via Dawson Ave, Barnsley St, Buckley St, Walkden Ave and Mesnes Park to Wigan Town Centre scored highest on the route selection criteria outlined above. Furthermore, this route is predominantly traffic free, is least impactful on residents and businesses, represents the best value for money and has the least engineering and delivery challenges.

Due to the funding landscape, it is not possible to deliver the whole Wigan to Standish route as one scheme. We have therefore phased the delivery as follows...

1. Phase 1, comprising the 700m section between Spencer Road West and Mesnes Park
2. Phase 2, comprising the 5km section between Spencer Road West and Standish

To ensure the Phase 1 section meets the latest Government guidance for walking and cycling provision, traffic signal interventions and route improvements have been identified, including...

1. Proposed pedestrian crossing facilities at the existing signal junction of Mesnes Rd/Kenyon Rd/Walkden Ave
2. Proposed shuttle signals, shared use facility and a pedestrian/cycle crossing at the railway bridge on Walkden Ave/Buckley St
3. Signed quiet streets route via the unnamed alleyway adjacent the former Gidlow Methodist Church, the unnamed service road to the east of Barnsley St, Gillan Rd, Barnsley St and the unnamed alleyway between the northerly end of Barnsley St and Spencer Road West.
4. Proposed pedestrian/cycle crossing on Spencer Rd West connecting Barnsley St with Dawson Ave

The plans below outline the whole route proposals and the details of phase 1

Figure 1: Proposed Wigan to Standish walking and cycling route.

Blue line = Phase 1

Orange line = Phase 2

Green Line = Standish Mineral Line (built)

Purple line = Standish Mineral Line extension (being built)

Red Line = future phase through Mesnes Park to connect with Wigan Town Centre.

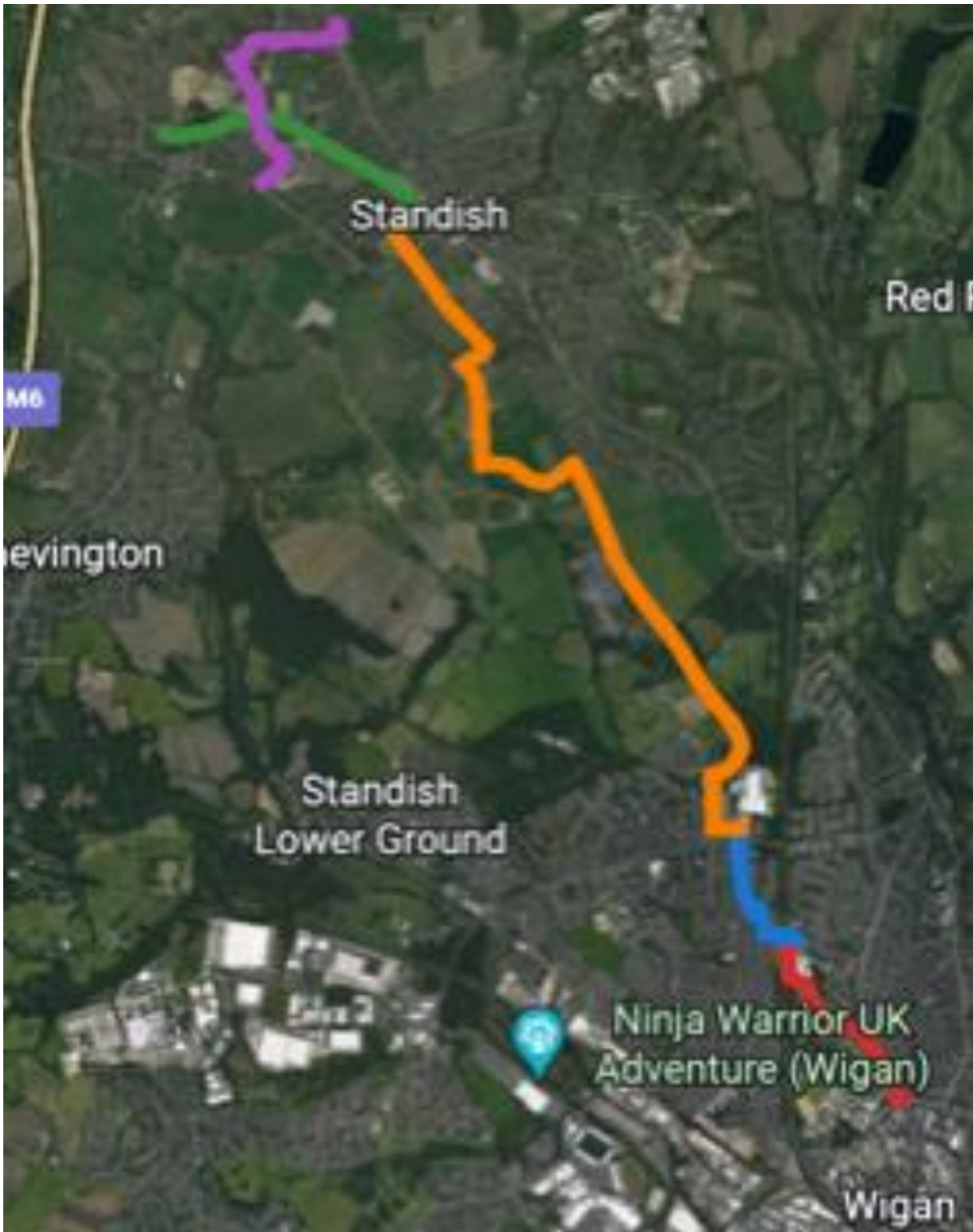


Figure 2: Zoomed in view of Phase 1, connecting Spencer Road West with Mesnes Park

Blue line = Phase 1

Orange line = Phase 2

Red Line = future phase through Mesnes Park to connect with Wigan Town Centre

WIGAN CENTRAL CROSSINGS - KENYON ROAD JUNCTION

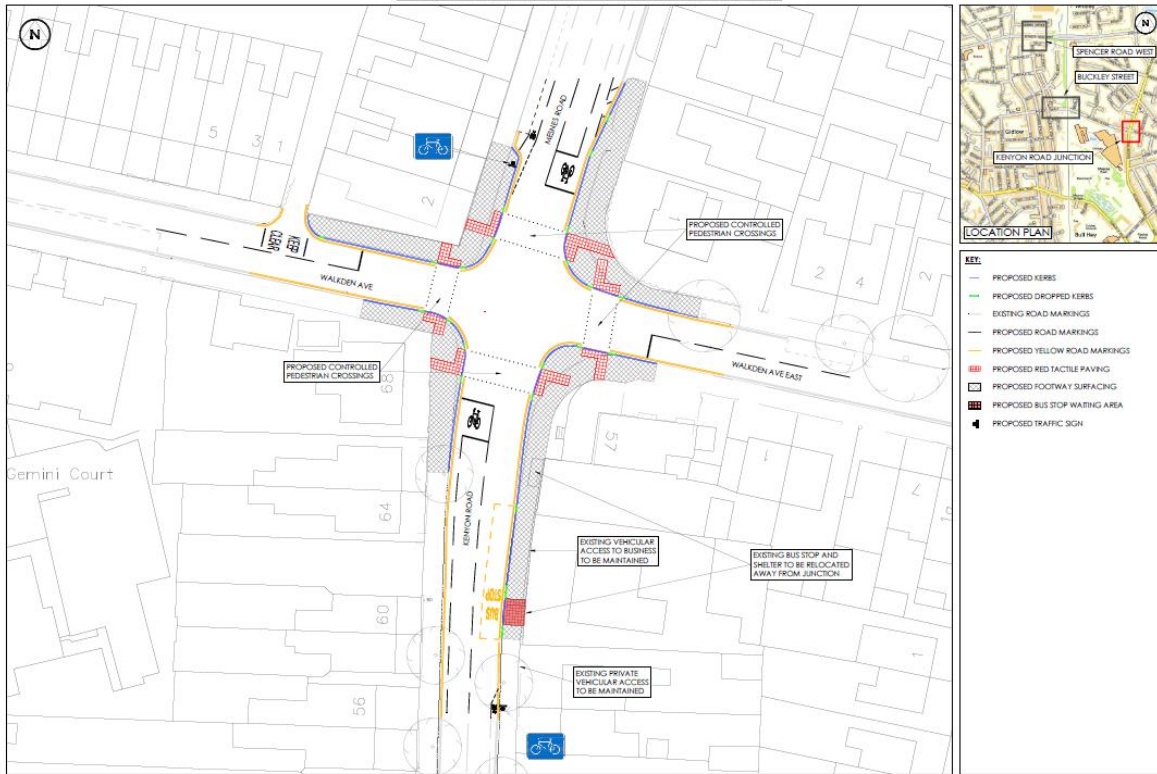


Figure 4: Proposed shuttle signals, shared use facility and pedestrian/cycle crossing at the railway bridge on Walkden Ave/Buckley St

WIGAN CENTRAL CROSSINGS - BUCKLEY STREET

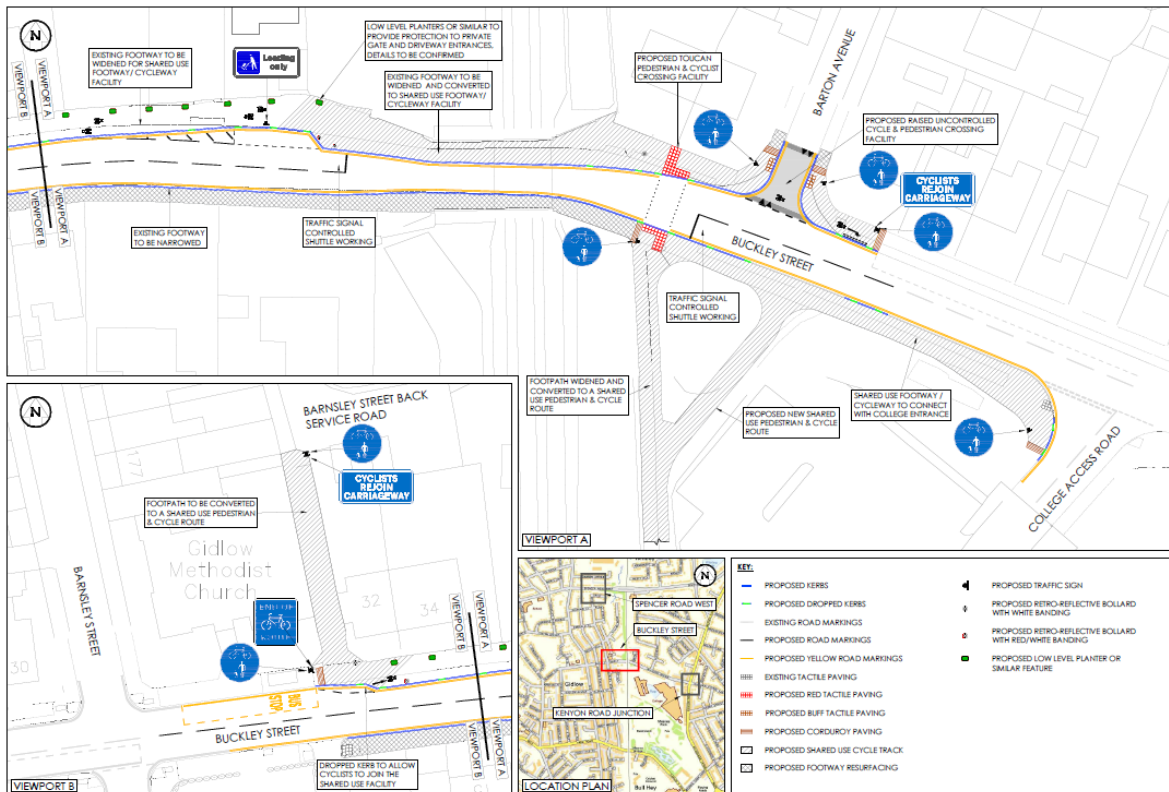
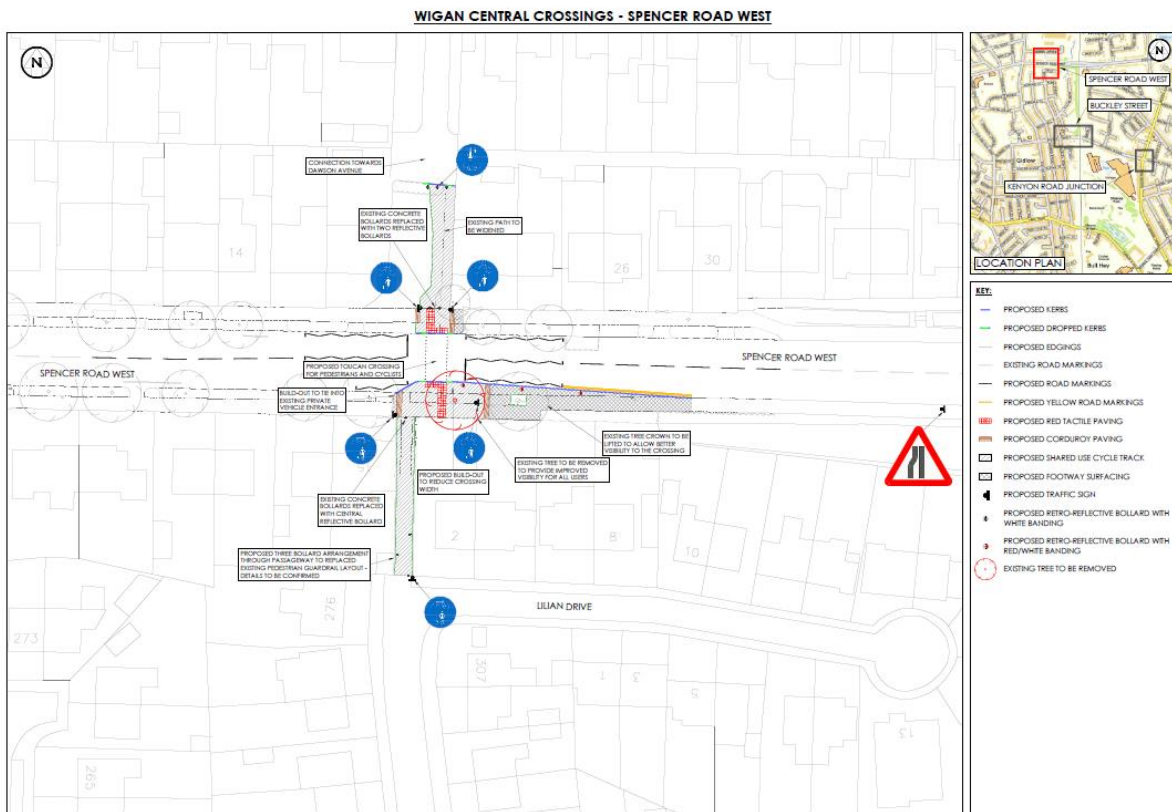


Figure 5: Proposed pedestrian/cycle crossing on Spencer Rd West connecting Barnsley St with Dawson Ave



The proposals have been consulted on extensively over the past 18 months.

A leaflet was delivered to 168 properties in the immediate vicinity of the proposals and the scheme plans were published on the council's website in Aug-Sept 2021.

Following this exercise, a number of residents contacted the Major Projects Team. Several collective and individual site meetings have since been held to discuss residents' concerns. The proposals have been modified to take account of residents' concerns and suggestions as far as practicable.

Consultation feedback, the Major Projects Team responses and an action plan were outlined in a 'You said, we will' document published on the council's website in May 2022.

The following link provides further information. [Junction Improvements \(wigan.gov.uk\)](https://www.wigan.gov.uk/transport-and-highways/roadworks-and-improvements/junction-improvements)

Regards

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From:

Sent: 11 October 2022 22:03

To:

Subject: RE: Spencer Road West Proposal

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Dear

Unfortunately I was never contacted by the engineer in relation to obtaining the information that I requested regarding the research used to validate a reason for this proposal which is very disappointing.

I have attached the document to support our very strong objection to this proposed crossing. Please can you confirm receipt of this email.

I will also be contacting Lisa Nandy MP regarding this proposal.

Regards

Sent from [Mail](#) for Windows

From:

Sent: 04 October 2022 10:10

To

Subject: FW: Spencer Road West Proposal

Good morning

I can confirm that the enclosed documents are correct as listed below:

Proposed Order

Statement of Reasons – further email to follow once the Engineer returns from annual leave
24 Hour Clearway Order 2020 – This is the Order to be amended, there will be no reference to the proposed Order in this document as it has not yet been amended.

Kind Regards

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Please note that in light of Government guidance all Legal Services staff are currently working from home. We have a skeleton staff attending the office, by exception and only where absolutely necessary. Wherever possible, please avoid posting documents to us and use electronic communication instead. If you must post a hard copy document, please email the recipient, so we can arrange for post to be collected.

In these exceptional times please note our response times to correspondences may increase as we continue to support the most vulnerable in society and our frontline services.

From:
Sent: 04 October 2022 04:38
To:
Subject: Re: Spencer Road West Proposal

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Good Morning

The PDF you sent me has nothing to do with the crossing planned at the front of our house 20 Spencer road west .

Can we have information please in relation to the reasons for the proposed crossing .

Regards

Sent from my iPhone

On 23 Sep 2022, at 12:55, > wrote:

Good afternoon

Please find enclosed Order, Order to be amended and the Statement of Reasons.

I will forward your further request for information to the Engineer and they should respond to you direct.

Kind Regards

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In these exceptional times please note our response times to correspondences may increase as we continue to support the most vulnerable in society and our frontline services.

From:
Sent: 22 September 2022 20:42
To:
Subject: Spencer Road West Proposal

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To whom it may concern,

Can I please request as a matter of urgency the a copy of the proposed order ,the order to be amended and a statement of the reasons for this proposal.

I also request the research behind this proposal, the evidence supporting the use of this section of Spencer Road West as a pedestrian and cycle route crossing and alternatives that have been considered.

We will strongly be disputing this proposal and we will be sending to yourself the reasons why once we have analysed the theory and research behind this proposal.

Regards

Hi both,

See below.

I will draft a response.

Regards

Hi

Please see below email from who is now claiming she will be seeking her own Legal advice and going to the press.

Kind Regards

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From:

Sent: 21 November 2022 19:44

To:

Subject: Spencer Road West Crossing

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Dear

We met with ___ on Friday to discuss the proposed crossing. The proposal it seems was proposed by ___ himself as he lives locally and uses this route himself.

The reasons he gave for his proposal were:

- This is the route he uses himself.
- This was the cheapest option for Wigan Council

When we discussed the impact that this would have on the residents in the area he stated that he was to have a similar project in his area however he had a driveway that he could park 3 cars in his drive so it was of no concern to him.

When we voiced our concerns relative to the devaluing of our properties he stated that that was of no concern to Wigan Council.

When we stated our concerns regarding the safety of driving and reversing onto a busy road as cars would be abutted up to our drives again he stated that was of no concern to Wigan Council.

It is very concerning that Wigan Council are adopting the most cheapest option to them when in fact the financial cost to use residents is prenominal.

___ explained the cycle route is along Barnsley Street which is already congested with parking traffic on both sides so to cycle along this road is dangerous. It only allows one vehicle at time and therefore the road is very narrow. It is also one way in parts so any cyclists will have to turn off the road to follow the one way signs.

The walking pathway at the side of my home leading to Dawson Avenue is narrow with grids and curbs so is not safe for cyclists' plus the proposal directs that the cyclist's bear left at the top of the walkway to return back upon themselves to go back onto Gidlow Lane. Again Dawson Avenue is a narrow road with cars parked on either side only allowing one car to drive along at any one time.

The logic behind this proposal is absolutly ludicrous. There are already cycle lanes along Spencer Road West leading to Wigan Lane where again there are cycle routes.

Going from Beechhill to Standish via a cycle route via Gidlow lane is impossible as there are only narrow muddy paths.

The fact that this proposal have come from ____ himself who lives in the area and takes this route himself is just appalling .

The impact that this is going to have on the residents of Spencer Road West is phenomenal.

We as residents taking joint legal advice as we will not allow Wigan Council to devalue our homes to the extent that that this will do for a project that is absolutely futile unwarranted and based on an employee of Wigan Councils personal preferences.

__ stated that it was an option to redevelop the cross roads at Beechhill cross roads however this was much more expensive than placing a crossing at Spencer Road West .

I am arranging a meeting with Lisa Nandy and I am also going to Wigan Press.

The residents would like to meet with a Senior Manager in Wigan Council to discuss this proposal .Not to meet with the ____ who proposed it.

Regards

Ds and curbs

From: Proctor, David
Sent: 22 November 2022 18:17
To:
Subject: Spencer Road West crossing

Dear

I have had sight of the email sent by you to my colleague yesterday, regarding an infrastructure scheme proposed by the Council.

Given the issues that you raise, I have arranged for your email to be treated as a formal complaint under Stage 1 of the Council's complaints procedure. You will receive a separate acknowledgement of this fact shortly, and then a full response to your complaint should be issued within the Council's standard timeframe (10 working days).

I trust this is of assistance to you.

Dear

Thank you for the email sent by you to my colleague on 21st November 2022 regarding the Wigan to Standish Phase 1 scheme proposed by the Council. As I confirmed in my email to you on 22nd November, your email was registered as a complaint under Stage 1 of the Council's complaints procedure. In investigating your complaint I have also considered your email sent to me on 23rd November, this being the content of an objection that you have submitted to a proposed Traffic Regulation Order associated with the scheme.

Your complaint centres on two main issues: the merits of the proposed scheme, and your concerns regarding a lack of impartiality on the part of the Council's Major Projects Delivery Manager,. I respond on both of these in turn below.

Merits of the scheme

In responding to this aspect of your complaint, I need to point out that the Council has a defined process for consulting on Toucan Crossings.

In respect of the consultation that relates to this scheme (Spencer Road West – Proposed Toucan Crossing) that process is still ongoing. The Council's formal consideration of the comments that you submitted (which you also supplied to me in your email of 23rd November) will be through that defined process, with all responses to be considered by the Council's Director for Environment. The Council's final decision regarding the consultation will be communicated to you by the Legal Department.

In view of this, I hope you will appreciate that I cannot offer a detailed point-by-point response to your objection, since that would pre-empt the defined process that I describe above. I have however included some information on the background to the scheme and the Council's reasons for proposing it, which I hope will assist you in the meantime.

Council

The proposed walking and cycling route was identified through Transport for Greater Manchester's (TfGM) [Bee Network](#) and Local Cycling and Walking Infrastructure Plan (LCWIP) development programme. This followed consultation with the public and key stakeholders regarding where they walk/cycle, where they would like to walk/cycle and where there are barriers to walking and cycling.

To address this lack of provision the aim of the proposal is to provide a safe walking and cycling route connecting Wigan with Standish to encourage active and sustainable travel.

Several route options were explored during development of the proposals using evidence-based processes; based on travel data, travel patterns, connecting with other planned and proposed transport schemes, proximity to key local facilities such as schools, colleges, doctors, shops, leisure facilities, value for money, and delivery feasibility.

The proposed crossing points were identified where existing crossing facilities were inadequate or did not exist, with the aim of enabling safe crossing for pedestrians and cyclists along the route.

These proposals are part of wider plans to connect Wigan with Standish. The second phase, known as Standish Western Route, will connect the proposed crossing on Spencer Road West to Standish, via Dawson

Avenue, Gidlow Lane and the network of off-road paths linking with Standish Wood Lane. The Council has recently allocated funding towards this scheme from the Standish Infrastructure Levy, a funding pot assembled from contributions made by developers of a number of large housing sites in Standish since the mid 2010's.

Impartiality of the Council's officers

The Council takes very seriously any concern expressed by residents that its officers have not acted impartially or objectively. I can see that in discussing the scheme with you, has offered some thoughts based on his own personal experience of living in this part of Wigan. I am satisfied that did this with the correct intentions and to show that he understood your concerns. However I also acknowledge that this also had the potential to create an impression that in his role had an undue level of influence over the scheme coming forward.

I wish to reassure you very strongly that this is not the case, and that the Council and its funding partners have robust decision making and governance processes in place, which mean that decisions are taken transparently and based on evidence. I have set out some of the detail of these processes below, and hope that this will allay the concerns you have expressed.

All of the Council's capital schemes are subject to rigorous governance processes which begin at the scheme identification stage (detailed above) and continue through to scheme completion. All schemes are required to report in line with both internal programme governance arrangements, as well as the governance frameworks put in place by external capital funders, which in this case are Transport for Greater Manchester (TfGM) and Greater Manchester Combined Authority (GMCA).

Part of the governance process is the production of a full business case to support the decision to go ahead with a scheme. As part of the business case an economic appraisal is undertaken to ensure the chosen scheme delivers the best Value for Money (VfM). The appraisal undertakes a cost-benefit analysis approach to determine which scheme options will provide the most benefits to users, evaluated against the cost of the scheme.

Transport for Greater Manchester's Programme Entry Appraisal Tool (PEAT) outputs anticipate that the new crossings will lead to more walking to access local amenities, with an increase of shorter local journeys shifting to being made on foot and by bike rather than by car. This will not only contribute to improved health and wellbeing for users of the route but will also contribute to better air quality in our bid to fight climate change.

The appraisal also captures the improvements of the quality of the journey; safer crossing points, wider pavements and better surfacing will benefit all users, but in particular vulnerable road users such as children, the elderly and those with mobility issues.

Alongside this, the Council itself has in place structured reporting and decision-making processes, including the formal approval by Full Council of its capital programme, of which this scheme is a part. All formal decisions taken by the Council, both those taken by elected members and those taken by officers under the Council's Scheme of Delegation, are documented and published on our website.

The existence of these governance structures means that decisions are taken transparently, based on evidence, and at the appropriate level in the organisation. While I note your concern about closeness to this scheme, there is no opportunity for any individual officer to unduly influence a proposal, and I am satisfied that the Council has acted correctly in its decision making as regards this scheme up to this point. As I note above, there is a further stage of formal decision making still to take place as regards the Traffic Regulation Order, and this will take place in due course.

If you are unhappy with this response or are unhappy with the way your complaint has been handled, you can ask for a review of your complaint at stage 2 of our Complaints Procedure.

If you wish to do this, you can ask the Chief Executive to arrange for an independent review of your complaint by contacting the Complaints and Information Team at Wigan Council, PO Box 100, Wigan, WN1 3DS or email complaints@wigan.gov.uk, stating why you want your complaint to be escalated. Arrangements will then be made for an independent senior officer to investigate your complaint and respond to you direct.

Yours sincerely

Dear

Thank you for your enquiry on behalf of your constituent, relating to concerns that she has about a proposed toucan crossing adjacent to her property on Spencer Road West, Wigan. This crossing forms part of wider proposals that will provide a predominantly off-road walking and cycling route between Wigan and Standish. This aims to help address the congestion issues experienced in and between Wigan and Standish and provide a viable sustainable alternative to private car journeys.

I wanted to reassure you that the Council has consulted extensively on this proposal over the past 18 months. A leaflet was delivered to 168 properties in the immediate vicinity, including and the scheme plans have been published on the Council's website since autumn 2021. The Council's team have engaged directly with a number of residents and ward members, and the proposals have been modified to take into account residents' concerns and suggestions as far as possible. It is however not always possible to accommodate every stakeholder's preferences in any consultation, and in deciding to proceed the Council has had to balance some of the concerns raised against the wider benefits of the scheme. I am sorry that is unhappy with the Council's decision in this regard.

You may be aware that has recently submitted a formal complaint to the Council, relating to the same concerns that she has highlighted to you. The Council has responded to her under Stage 1 of its complaints procedure, and I attach a copy of this response which covers the points I summarise above in more detail; I hope this will be of assistance. If is not satisfied with this response she has the option to escalate her complaint to Stage 2 of the Council's procedure. I trust this will be of assistance to you in providing some more of the background to this issue, and the steps that the Council has taken to engage with to this point.

Yours sincerely,
Aidan Thatcher
Director, Growth and Economy

– dated 13/12/2022

In relation to your reply to the compliant .We wish to take this issue to stage 2 of the complaints procedure and I will explain my reasoning to this in my following document. We do not believe that our very serious concerns have been addressed or acknowledged. Your reply is just reiterating the document sent to me by on the 4th November 2022.

I will quote some replys from yourself in relation to our complaint and objections:

Quote :The proposed walking and cycling route was identified through Transport for Greater Manchester's (TfGM) Bee Network and Local Cycling and Walking Infrastructure Plan (LCWIP) development programme. This followed consultation with the public and key

stakeholders regarding where they walk/cycle, where they would like to walk/cycle and where there are barriers to walking and cycling.

Where is the consultation with the public? What evidence have you got relative to public consultation? The residents in the area have not been consulted as I did a door to door communication with all the residents. I walked and communicated with most of the residents not only on Spencer Road West but all of the streets from Park Road .None are aware of this proposal.

When we asked where had the consultation letters been sent out to on Spencer Road West he stated 50 meters from the proposed crossing. That is absolutely appalling as the crossing will have a major impact on all who live on Spencer Road West yet they are unaware of this proposal.

Evidence-based processes based on travel data, travel patterns, connecting with other planned and proposed transport schemes, proximity to key local facilities such as schools, colleges, doctors, shops, leisure facilities, value for money, and delivery feasibility.

What evidenced based processes have been used ? This is an absolute ludicrous dangerous proposal as pointed out in previous emails that we have sent to Wigan Council and yourself highlighting all our important concerns.

I hope you can see from the above that in deciding to progress this scheme, and in determining which route it should take, the Council took into account a wide range of factors, and that the final route selection was not simply the lowest cost option

stated and I have 6 witnesses including myself that to place a crossing at the cross roads at Gidlow Lane and Spencer Road West had been considered however and he quoted that it would cost about a million pound however to place the crossing outside my home would cost £50,000. Therefore we strongly dispute that this is not the lowest cost option. The financial implications to us as residents is massive due to the devaluing of our properties. As stated this is of no concern to Wigan Council.

Part of the business case an economic appraisal is undertaken to ensure the chosen scheme delivers the best Value for Money (VfM).

The best value of money for whom.? The devaluation of our properties is a major life changing event for us who live here . stated that this was of no concern to Wigan Council. Is this Wigan Councils stance that in order to tick a box they can change the value of our property without a second thought for a scheme that has absolutely no value or use?

I can see that in discussing the scheme with you, has offered some thoughts based on his own personal experience of living in this part of Wigan. I am satisfied that did this with the correct intentions and to show that he understood your concerns. However I also acknowledge that this also had the potential to create an impression that in his role had an undue level of influence over the scheme coming forward

stated and again there were 6 witnesses including myself that this route was his idea as he uses this route personally. I asked him to repeat this statement of which he did as we were all shocked at this.

Transport for Greater Manchester's Programme Entry Appraisal Tool (PEAT) outputs anticipate that the new crossings will lead to more walking to access local amenities, with an increase of shorter local journeys shifting to being made on foot and by bike rather than by car. This will not only contribute to improved health and wellbeing for users of the route but will also contribute to better air quality in our bid to fight climate change.

The appraisal also captures the improvements of the quality of the journey; safer crossing points, wider pavements and better surfacing will benefit all users, but in particular vulnerable road users such as children, the elderly and those with mobility issues.

The above statements as absolutely ludicrous when applied to this proposal route. The route proposed is unsafe for cyclist coming up or down Barnsley Street. It is proposed on an already crowded route with cars double parked on either side. The walkway at the side of my property is narrow full of curbs and grids leading onto another street of double parked cars. This proposed route gives no direct access from Wigan to Standish as the woods behind us are narrow and muddy leading to slag heaps from the past. The top of Gidlow Lane near Gidlow Houses the road is full of pot holes.

This proposed route is an appalling use of public money. Money will be spent on a route that will never be used by cyclists or walkers other than.

Direct cycling routes already exist between Wigan and Standish via Wigan lane. There is a direct route to Standish Woods via Gidlow lane.

Not sure if this is the final version – draft with DP comments 18/01/2023

Private and Confidential

23rd January 2023

Dear

Stage 2 Complaint

I write in response to your complaint regarding a proposed crossing at Spencer Road West, which has been escalated to Stage 2 of the Council's Complaints Procedure.

I have been asked to investigate your complaint and I sincerely apologise for the delay in responding to you. My role as investigating officer is to determine whether your complaint was investigated thoroughly, objectively and honestly, the conclusions reached were based on evidence obtained and the response was reasonable, appropriate and tried to achieve resolution.

Background

On the 21st November 2022, you emailed Paralegal, regarding concerns in respect of a proposed crossing at Spencer Road West. You referenced a meeting which had taken place between residents and, Project Engineer, on the 18th November 2022 during which the reasons for the proposal had been explained. Within the email, you expressed concern with regards to the plans and the impact this would have on residents in the area, in addition to noting that during discussions with you believed that he had proposed the scheme and questioned whether this was impartial as you understood that he lived in the area and used the route proposed.

On the 23rd November 2022 you submitted an objection against the proposed toucan crossing and associated Traffic Regulation Order (TRO) on Spencer Road West to David Proctor, Assistant Director, Planning and Regeneration, setting out the reasons why you objected to the Order.

Given the issues you had raised, your concerns were treated as a formal complaint under Stage 1 of the Council's Complaints Procedure and a response provided by David Proctor on the 1st December 2022. The response addressed the merits of the proposed scheme and also your concerns regarding a perceived lack of impartiality on the part of. The Investigating Officer noted that due to the ongoing consultation, a detailed point by point response to your objection could not be provided. You were advised that the Council's formal consideration of the comments that you had submitted would be through the defined consultation process.

On the 10th December 2022, you requested that your complaint be escalated to Stage 2 of the Council's Complaints Procedure, as you considered that your concerns had not been addressed or taken into consideration. You requested clarity as to whether Wigan Council had already made the decision that the crossing would go ahead and submitted a document explaining your reasons for the escalation of your complaint.

Investigation and Findings

To investigate your complaint, I have liaised with officers in the Major Projects Team

I am satisfied that your concerns have been taken seriously and that the rationale for the scheme has been explained to you, both in the Stage 1 response and in previous correspondence from on the 4th November 2022. I also acknowledge that the Stage 1 Investigating Officer explained that due to the ongoing consultation, not all the points you had raised in your objection could be addressed within the Stage 1 response.

To your question in your Stage 2 complaint as to whether Wigan Council have already made the decision that the crossing would go ahead, I can confirm that at the time of writing, a formal decision has not been made as to whether the scheme will proceed. The scheme and the objections received are currently being considered.

The document you submitted as part of your Stage 2 response contained several elements which I will address in my response.

1. Consultation

The Stage 1 response commented that the proposed walking and cycling route had been identified following consultation with the public and key stakeholders. With regards to your question at Stage 2, as to what consultation had been undertaken with the public, I have been advised of the following timeline:

23 August 2021 to 20 September 2021

A letter was sent to all the residents directly affected by the proposals within a 100m radius. This included Spencer Road West, Dawson Avenue, Lillian Drive, and Barnsley Street. Included in the letter was a plan of the proposed scheme and an option to share views in the four-week consultation period. The proposed scheme details and plans were available for the public to view via the Council's website. I understand that you were consulted and responded, raising your concerns during this consultation period.

August 2021 to November 2021

The Major Projects team responded to the consultation responses received via email and collated the feedback received. This feedback was used to make changes to the proposed designs where practicable.

November 2021

Following the public consultation, the Major Projects Team produced a 'You Said, We Will' document which summarised the consultation feedback received and the Council's response. This was shared via the Council website.

June 2022

Following further consultation with Councillors and residents, an update on the 'You Said, We Will' document was shared via the Council website.

13th September 2022 to 11th October 2022

Traffic Regulation Order consultations were advertised for a period of 4-weeks and residents were invited to feedback. I understand that yourself and other residents directly affected received a letter informing of the consultation.

I understand that throughout the process, the Major Projects Team and Network Management Group have had continuous dialogue and communications with Councillors and residents via email correspondence, Councillor meetings and on-site meetings, all of which form part of the consultation process.

I have been advised that there are no specific requirements regarding consultation letter distribution areas. A 50-100m radius is generally accepted to be a reasonable distribution area for direct communications with those who may be directly affected by proposals, depending on complexity of the proposals.

I understand that you responded directly via email to both the original consultation and the Traffic Regulation Order consultation.

2. Evidence Based Processes

The Stage 1 response advised that several route options were explored during the development of the proposals using evidence-based processes. To your question as to what evidence-based processes have been used, I have been advised that the evidence base includes mapping exercises undertaken as part of the Local Cycling and Walking Infrastructure Plan and development of the Greater Manchester Bee Network, discussions with cycling and walking groups, analysis of availability and suitability of routes, cost benefit analysis, and site visits.

All of the Greater Manchester Local Authorities use Transport for Greater Manchester's (TfGM) Programme Entry Appraisal Tool (PEAT). This monetises most of the benefits the scheme will achieve based on the following data sources:

- Count data – pedestrians, cyclists, and drivers
- Safety impacts assessed using collision data
- Highways impacts assessed using a mix of traffic modelling analysis and delay calculations based on observed count data.

However, the PEAT cannot capture the full benefit of the reduced severance and safety realised through this scheme, so the actual benefits will be greater than that which can be monetised through the appraisal.

This evidence-based process is adopted from the beginning when identifying possible new routes, through to the submission of a full business case to the funding authority. The business case provides decision makers and stakeholders with a management tool for evidence based and transparent decision making.

3. Location and Cost Implications

You have raised concerns regarding the suitability of the proposed location of the crossing and cycle path route. Any objection in relation to the proposed location will be taken into consideration as part of the consultation, therefore I am unable to address this element of your complaint. However, I can advise that the proposals have been subject to an independent road safety audit, and no major safety concerns were identified during this process.

With regards to cost, the Stage 1 response advised that the Council took into account a wide range of factors, and that the final route selection was not simply the lowest cost option. I acknowledge you report that referenced the financial aspect of the proposed scheme, however I have been advised that the proposed crossing is not simply the lowest cost option, it is considered to be the best available option when considering many factors, including affordability, value for money,

network connectivity, desire lines, safety, impact on residents, impact on traffic flows, and buildability. However, it is acknowledged that it is less costly than installing crossing facilities at the Gidlow Lane /Spencer Road West junction, which is unaffordable within the available budget.

With regards your concerns of financial implications to residents due to a possible devaluing of properties, should the proposals go ahead, and residents consider the scheme may devalue their property, residents can apply for compensation through Part 1 of the Land Compensation Act. Further information can be found at [Land Compensation Manual Section 14: Injurious affection - no land taken - Part 1: Land Compensation Act 1973 - Guidance - GOV.UK \(www.gov.uk\)](#)

4. *Officer Impartiality*

I am satisfied that the Stage 1 response sufficiently addressed your concerns with regards to reported comments by. It is considered that he was acting with the best intentions, explaining the scheme and reasoning for the proposed location. As explained in the Stage 1 response, decisions on such proposals are reached following a thorough defined process and consultation which cannot be influenced by individual officers. I apologise however if any comments made suggested otherwise.

Conclusion

On review of your complaint, I am satisfied that your concerns have been considered, and that the Council's position has previously been explained, including the overall aims of the proposed scheme. I trust however that my response has provided further clarification. Once a decision has been made as to whether the proposed scheme will proceed, residents will be advised of the outcome.

If you remain unhappy with this response or the way in which your complaint has been handled, you have the right to refer your complaint to the Local Government & Social Care Ombudsman. They can be contacted at PO Box 4471, Coventry, CV4 0EH, telephone 0300 061 0614, or visit <http://www.lgo.org.uk/making-a-complaint>.

Yours sincerely

Stage 2 Complaint Response Letter – 003586 Dated – 13/02

Dear

___ has spoken to a concerned resident and has informed us that the consultation regarding the passing of the crossing only occurred on Friday the 10th February 2023 so how is that possible when the engineers were marking the road out early than that last week .

This vindicates everything that we have said regarding Wigan Council lying and just placating us residents regarding our major concerns .

This also includes yourselves as a complaints department . You have not yourselves examined any evidence regarding our complaint . You have worded your letter that you believe or have been informed .

It is absolutely disgusting and disgraceful how we have been treated .

You have gone through the process of a consultation period which in real terms means absolutely nothing just so that you can tick a box .

As you have done with this crossing . The route leads to muddy paths , slag heaps . It will never be used as it leads to no where .

Has anyone with any common sense actually looked at where this route leads to or to where it leads .

Please we need an answer to this very important question

Regards

Hi

Following the Stage 2 complaint response, I received an email last week advising that was taking her complaint to the Ombudsman, and she considered that there were numerous untrue comments made in the Stage 2 response. I acknowledged that she was referring her complaint to the Ombudsman, and asked for clarification on the points which she considered to be untrue. She has responded as below.

I have put some queries in response to her email as highlighted in green below and would appreciate if further comment can be provided.

I will acknowledge her e-mail and advise that I am discussing her comments with the service and we will provide a further response.

Please note she has copied into her email and in her earlier email she also said that she will take civil action if needed.

Thanks



Confident Place, Confident People.

>

Sent: 11 February 2023 10:46

To: >;

Subject: RE: Stage 2 Complaint Response Letter -

**CAUTION External E-Mail: Take extra care before clicking links, attachments and actioning requests.
Think Before you Click**

Dear

You state that the route was not solely proposed by however there are 6 witnesses who heard state that he had proposed the route due to his own use. **If he has made such a comment then it has been explained in**

the complaint responses that it was considered that he was acting with the best intentions, explaining the scheme and reasoning for the proposed location and that decisions on such proposals are reached following a thorough defined process and consultation which cannot be influenced by individual officers.

You state that that this is not simply the lowest cost option . stated that this was the lowest cost option and again we have 6 witnesses. We discussed with regarding placing the crossing 100 metres up the road at the cross roads at Beech Hill however he stated that that would cost over a million pound however placing the crossing outside our properties would cost about £50000. You yourself state that this was considered to be affordable and the best value for money. I think this was addressed in the Stage 2 response where I advised as below, albeit on reading my wording, I appreciate she may read this as me saying it is not the lowest cost option, I should have perhaps said it was not simply **based** on the lowest cost option. The Stage 2 response advised – *“With regards to cost, the Stage 1 response advised that the Council took into account a wide range of factors, and that the final route selection was not simply the lowest cost option. I acknowledge you report that referenced the financial aspect of the proposed scheme, however I have been advised that the proposed crossing is not simply the lowest cost option, it is considered to be the best available option when considering many factors, including affordability, value for money, network connectivity, desire lines, safety, impact on residents, impact on traffic flows, and buildability”*.

There is absolutely no mention at all to our concerns regarding the devaluation of our properties. Our major concerns have not been taken into account at all. You mention the impact on residents have been taken into account however this is totally untrue.

You state that throughout the process the Major project Team have had continuous dialogue and communication with residents via email. This is untrue we have had NO communication whatsoever other than the response to our complaints. In fact the engineers have been marking up the road to commence the building of the crossing which they state are to commence this next week . We have had NO communication stating that this is going ahead. The only consultation that we have had with the council was outside our properties on the pavement in the rain. Is this an acceptable consultation. We have not been invited to a consultation meeting with the council to discuss this proposal. *Please can further comment be provided on this, in the Stage 2 complaint response, we commented as we had been advised that “throughout the process, the Major Projects Team and Network Management Group have had continuous dialogue and communications with Councillors and residents via email correspondence, Councillor meetings and on-site meetings, all of which form part of the consultation process”*. I note they did have discussion on site that she has mentioned, but did we have email correspondence with her/other residents? With regards to the comment about a consultation meeting, would we not usually hold such meetings, we would just do the written consultation?

We have asked for the documentation regarding the evidence that has been collated as to why this route has been proposed however we have not received anything. You state that there has been discussions with cycling and walking groups however we have been given no feedback regarding what was said. We do not believe that this has occurred. We live here and no cyclist use this route at all other than. *Have they previously asked you for this? If so has it been treated as an FOI? If not, her request may have to be logged.*

We would like to see the road safety audit which states that no major safety concerns were identified. We have asked for this previously but it has not been forthcoming. *Have they previously asked you for this? If so has it been treated as an FOI? If not, her request may have to be logged.*

You mention the “You Said We Will document. This is the first time this has been mentioned to us. This statement is absolutely appalling as the council has not taken into account any of our very major concerns. *Were residents made aware of this document when it was published? Are you meant to comment on all concerns/objections raised in this document or is that for the decision process?*

You state in your letter that the scheme is currently being considered. The date on your letter is the 27th January 2023 yet the engineers have already started the building of the crossing. *Is this the case, has it been*

formally approved yet? Have residents not been notified of the decision yet, as we advised that Legal would be writing out to them? Should work have started if we have not notified residents?

Is this the council using up their budget before the financial year?

This crossing is a ludicrous proposal disrupting our lives .

The markings on the road abut directly onto my drive and will make getting on and off the drive dangerous. Is this acceptable ? **Can we please confirm what the position is? I.e. if just zig zag markings up to her driveway that would not affect access.**

Regards

Sent from [Mail](#) for Windows

From: [Stage Two Complaints](#)

Sent: 10 February 2023 12:06

To:

Subject: RE: Stage 2 Complaint Response Letter - 003586

Dear

I acknowledge your intention to refer your complaint to the Ombudsman, which you are within your rights to do.

With regards to your comment that there are many factors in the Stage 2 response which are not true, can you please advise which elements you consider to be untrue.

Regards



Confident Place, Confident People.

From:

Sent: 09 February 2023 19:06

To: Stage Two Complaints <StageTwoComplaints@wigan.gov.uk>

Subject: Re: Stage 2 Complaint Response Letter - 003586

**CAUTION External E-Mail: Take extra care before clicking links, attachments and actioning requests.
Think Before you Click**

Thank you for your response however we believe that our major concerns have not been addressed .

We are now taking this through to the Ombudsman

If needed we will take Civil Action to the proposed crossing.

There are so many factors in the response to our stage 2 complaint that are not true or evidenced based

Regards

Email dated 16/02

Hi, please see below from. Could someone appropriate from the team contact her today please and update me so that we are aware of the current position.

Thank you.

-----Original Message-----

From: >

Sent: 15 February 2023 20:30

To: >

Subject: Crossing Spencer Road West

CAUTION External E-Mail: Take extra care before clicking links, attachments and actioning requests. Think Before you Click

Dear A

I have spoken with the Ombudsmans office today and due to the fact that we are making a very serious complaint regarding Wigan Council they state that the building of the crossing needs to stop until they can investigate.

I have given them your email address.

is also taking this further.

I have also taken legal advice regarding this issue and at the moment my Solicitor is reviewing all the data and obtaining statements.

The statements made by witnessed by 6 people have been totally brushed over by Wigan Council and validated by yourselves. This is totally unexceptionable.

Regards

From MP Team dated 17/02

Good Morning

Thank you for your email dated 13th February to Stage Two Complaints in response to the Traffic Regulation Order consultation and your further email on 15th February regarding your correspondence with the Ombudsman.

The Major Projects Team acknowledge the further correspondence but note that the Ombudsman has been contacted and the case is now under consideration. It is therefore inappropriate for the Council to make comment and respond to any further queries until the Ombudsman has issued their response to the Council formally.

As all the correct procedures and legal processes have been followed, and are now concluded, works will commence on the scheme week commencing 20th February 2023. Works will be phased to minimise disruption to residents and businesses.

- Phase One will consist of Buckley Street/Walkden Avenue and Spencer Road West.
- Phase Two will consist of the Kenyon Road/Mesnes Avenue junction.

Traffic management, including temporary traffic lights and diversions will be clearly signposted.

All residents within the immediate vicinity will be communicated with and wider stakeholder engagement is ongoing.

All details and scheme plans are available on the council website. These will be updated once works start on site www.wigan.gov.uk/majorprojects

Regards

Major Projects Team

Wigan Council: Places Directorate
Planning and Regeneration Service

Sent to MP team – dated 22/02/

Hi

Please see response issued below for your records.

Kind regards



Confident Place, Confident People.

From: Stage Two Complaints

Sent: 22 February 2023 15:11

To:

Subject: RE: Stage 2 Complaint Response Letter - 003586

Dear

I write as follow up to your emails dated 11th, 13th and 15th February. I understand that the Major Projects Team responded to you on 17th February, acknowledging your correspondence

but advising that as you have referred your complaint to the Ombudsman, it is inappropriate for the Council to make comment and response to any further enquiries, until the Ombudsman have issued their formal response.

You were advised that works would commence on the scheme the week commencing 20 February 2023 and that all residents within the immediate vicinity will be communicated with.

With regards to your comments that engineers had marked up the road prior to formal approval being obtained, whilst a site visit was undertaken recently including a survey, no actual works were carried out, and would not have done under any circumstances unless and until the formal approval had been obtained.

The Council will await further contact from the Ombudsman.

I will forward your request for a copy of the Road Safety Audit, and documentation regarding the evidence that has been collated as to why the route had been proposed, to the Council's Information Governance Team, who deal with requests for information. You will receive separate correspondence regarding this

On 22 Feb 2023, at 15:11, Stage Two Complaints <StageTwoComplaints@wigan.gov.uk> wrote:

I write as follow up to your emails dated 11th, 13th and 15th February. I understand that the Major Projects Team responded to you on 17th February, acknowledging your correspondence but advising that as you have referred your complaint to the Ombudsman, it is inappropriate for the Council to make comment and response to any further enquiries, until the Ombudsman have issued their formal response.

You were advised that works would commence on the scheme the week commencing 20 February 2023 and that all residents within the immediate vicinity will be communicated with.

With regards to your comments that engineers had marked up the road prior to formal approval being obtained, whilst a site visit was undertaken recently including a survey, no actual works were carried out, and would not have done under any circumstances unless and until the formal approval had been obtained.

The Council will await further contact from the Ombudsman.

I will forward your request for a copy of the Road Safety Audit, and documentation regarding the evidence that has been collated as to why the route had been proposed, to the Council's Information Governance Team, who deal with requests for information. You will receive separate correspondence regarding this

Regards

Section 1: Strategic Case

<p>Priorities:</p> <p>Description/Scope:</p> <p>a) Set out the scheme context</p> <p>b) Outline the scope of the scheme</p> <p>c) Describe the main components and outputs expected</p>	<p>Scheme context:</p> <p>The scheme aims to address the gap in walking and cycling provision and to increase permeability on the network. The LCWIP development and Bee Network for Wigan has already identified this route as one of the key routes into Wigan Town Centre that are a priority for walking and cycling improvements. This scheme has close connections with Tranche 5 MCF Standish – Wigan – Aston network.</p> <p>The proposed crossing points will contribute to the reduction in car dependency for short trips by facilitating safe access to services and facilities within a mile of Wigan town centre. This will enable people to make a choice to travel more sustainably for shorter journeys to colleges, schools, health services and sustainable transport hubs that provide further connections across the borough and sub-region.</p> <p>Evidence from TfGM’s Congestion Conversation (Autumn 2017) suggests that Wigan has the greatest proportion of frequent car drivers in GM, rarely using other modes such as walking/cycling¹.</p> <p>2011 Census data tells us that 64% of commuters travel by car through this area of Wigan, whilst only 2% travel by cycle (which is the UK average). However, according to the Propensity to Cycle tool (PCT), Wigan has the second highest propensity to travel by bike in Greater Manchester; the distances required to travel are quite short, and the borough as a whole is quite flat.</p> <p>The Walking and Cycling Index UK-wide survey reports that 73% of UK residents want to see “more frequent road crossings” to allow them to walk more; whilst 63% of UK residents support building “more tracks physically separated from traffic, even if this means less room for other road users”.</p> <p>By developing safer infrastructure and making access to the town centre easier we will encourage more active travel; using the PCT we can see that the commuting cycling potentially could increase between 35% and 50% in this area of Wigan, depending on the ‘zone’ we are interrogating at route level.</p> <p>Location:</p> <p>Gidlow Lane and the surrounding areas are less than a mile away from Wigan Town Centre at its closest point. Proposed improvements will significantly improve access to Wigan Town centre, the education quarter, the bus station, and train stations. It will connect communities to the Northwest of the town, making walking and cycling easier and safer.</p> <p>The junctions proposed to benefit from improvements are:</p> <ul style="list-style-type: none"> • Kenyon Road Google map places the junction here and the map co-ordinate is 53°33'19.7"N 2°38'06.1"W • Buckley Street
---	--

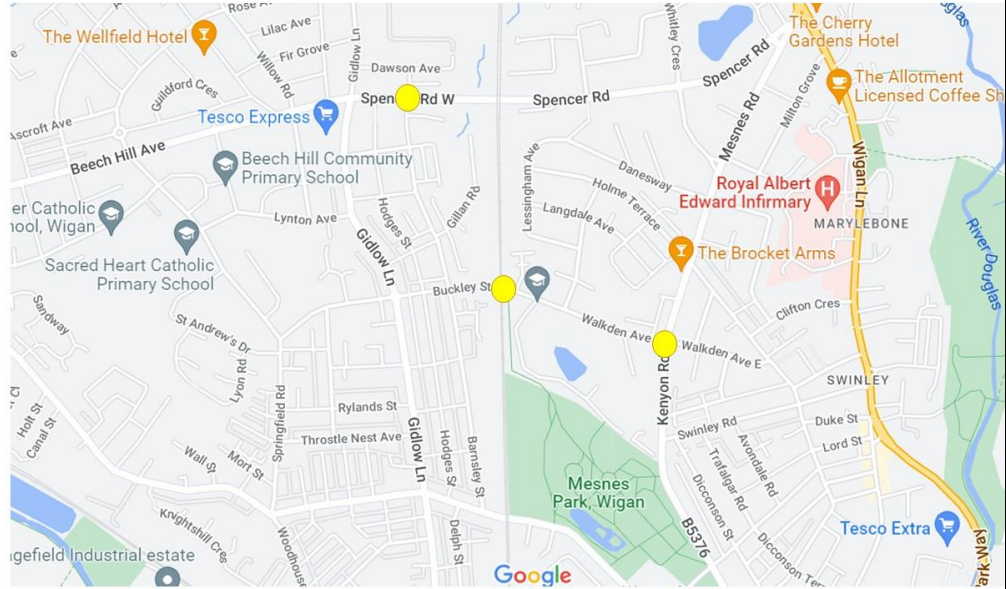
¹ TfGM R115 Congestion Conversation Wigan district appendix 2018: Mary-Jane Sturt
Excerpts from W1 T3 001 Wigan to Standish Phase 1 Full Business Case

Google map places the junction [here](#) and the map co-ordinate is 53°33'23.8"N 2°38'26.0"W

- **Spencer Road West**

Google map places the junction [here](#) and the map co-ordinate is 53°33'37.6"N 2°38'37.2"W

Figure 1: Google map showing proposed crossing locations



Improvements will enable easier and safer use by cyclists and walkers, so encouraging alternatives to the car. The local community would benefit from reduced traffic, and an improved flow of traffic which will improve air quality as well as improved cycling and walking facilities into Wigan town centre.

Background:

The need for improved crossing points at junctions in this area have been identified through the Bee Network and LCWIP development programme.

The area is immediately to the north of Wigan town centre, where there are established residential neighbourhoods who use Wigan as the main location for a range of services. However, access into the town is difficult from this location. All journeys involve crossing busy roads and junctions that currently have no pedestrian /cycle crossing facilities, and act as severance points and barriers to sustainable modes of transport. The result is that many residents use their car for short journeys into the town.

Gidlow Lane, Mesnes Road, Kenyon Road, Springfield Road, Frog Lane are all are busy roads connecting the residential areas to the north with the town centre. These roads also provide direct strategic walking and cycling routes, both to local neighbourhood facilities and Wigan town centre. There are a number of key crossing points which have been identified along these busy routes on Kenyon Road/Walkden Avenue, Buckley Street and Spencer Road West. The exact locations of the crossing points are noted above.

<p>Gidlow Lane, Springfield Road, Kenyon Road and Mesnes Road are all busy radial roads connecting populations in the north of the borough to Wigan town centre and pose significant barriers and severance points to cyclists and pedestrians.</p> <p>Proposals will reduce severance impacts of major roads that pass through local communities; the proposed Toucan or direct green man-controlled crossings will improve safety and efficient movement into Wigan.</p> <p>The scheme will align with the following strategies:</p>	
TfGM 2040 Strategy	The scheme will help to deliver sustainable economic growth and access to opportunity for all by connecting people to employment and training opportunities, transport links and wider services. The scheme will help to create better places by reducing the dominance of cars and improving the environment.
Wigan Transport Strategy	The scheme will help to deliver sustainable economic growth and access to opportunity for all by connecting people to employment and training opportunities, transport links, and wider services. The scheme will help to create better places by reducing the dominance of cars and improving the environment.
The Deal 2030	Helps to deliver the Deal Principle of a Well-Connected Place through provision of safe crossing points and creating accessible routes for walking and cycling. There has been a recent refresh of the Wigan Deal and includes a focus on Sustainable Transport Planning
Made to Move Strategy	Helps to deliver the Goal of the Strategy by improving safety on busy roads and junctions to enable people to walk more. Also work with businesses to help achieve a culture shift on commuting and give people the choice to travel more actively. This will be done through a partnership approach to behaviour change and activation - working with our business team, public health, our Leisure & Wellbeing team, and our community cycling and walking champions.
Bee Network / Greater Manchester LCWIP	Development and delivery of identified routes and crossings, with high design standards to maximise accessibility, safety, and attractiveness.
Streets for All Strategy	Delivery of cycling and walking improvements, adopting, and applying the best practice advocated in the Streets for All Strategy.
GM Moving Strategy	Supports the Strategy's shared purpose through positive change to the lives of people who live close to Wigan town centre.
Wigan's Population (Adults) Health Strategy	Delivers the Strategy's aim by improving health outcomes for adult residents. Will support key themes of reducing carbon emissions, improving air quality, and making the healthy choice attractive and easy.

	<p>Wigan Outline Climate Change Strategy</p>	<p>The project delivers against the Strategy's theme of Air Quality and Transport by increasing the proportion of commuters walking, cycling, or using public transport.</p>
<p>B) Scope of the scheme</p> <ul style="list-style-type: none"> • Kenyon Road/Walkden Avenue <ul style="list-style-type: none"> ○ Existing traffic signals upgraded to include full pedestrian crossing facilities. ○ Widened footways around the junction to provide more space for pedestrians ○ Bus stop repositioned away from the junction (towards Wigan Town Centre on Kenyon Road) • Spencer Road West <ul style="list-style-type: none"> ○ New Toucan crossing across Spencer Road West (between passageways from Dawson Avenue and Barnsley St) • Buckley Street <ul style="list-style-type: none"> ○ New 'SHUTTLE' traffic signals under Buckley St railway bridge ○ Widening of footways for shared pedestrian / cycleway under bridge (linking passageway from Back Buckley Street / Gillan Road and the path to Mesnes park) ○ Toucan crossing on Walkden Avenue, connecting Mesnes Park path with shared use facility. <p>All crossing points are on roads which provide direct access into Wigan Town Centre, Wigan & Leigh College (and wider education quarter, including the Deanery High School), and the popular leisure venue of Mesnes Park. Providing these strategic safe crossing points will improve walking and cycling access to key local facilities (jobs, education, health, and shops) in Wigan Town Centre, all within a mile of the proposed crossing points. In addition, the side roads are difficult to negotiate for pedestrians and cyclists. Improvements will resolve these issues, enabling safer access for pedestrians and cyclists.</p> <p>The proposed crossing points will improve first and last mile access to public transport by walking and cycling. This will be achieved through easier and safer access by residents living within a mile of Wigan town centre, which is the main hub for public transport, Wigan town centre has a new bus interchange and two train stations, both with excellent regional and national rail services.</p> <p>This project provides a key link for the Council's Tranche 5 Standish/ Wigan/ Ashton project, which has secured gateway approval. It would link directly to these improvements from the north and provide additional links to the south connecting to a number of existing strategic networks that have recently been completed. These include new walking and cycling infrastructure at:</p> <ul style="list-style-type: none"> • Robin Park Road • Saddle Junction • Riverway at Darlington Street and King Street • Victoria Street connecting to the Saddle • Smithy Brook Road • Poolstock Environmental Scheme 		

- The Road to Wigan Pier at Wallgate

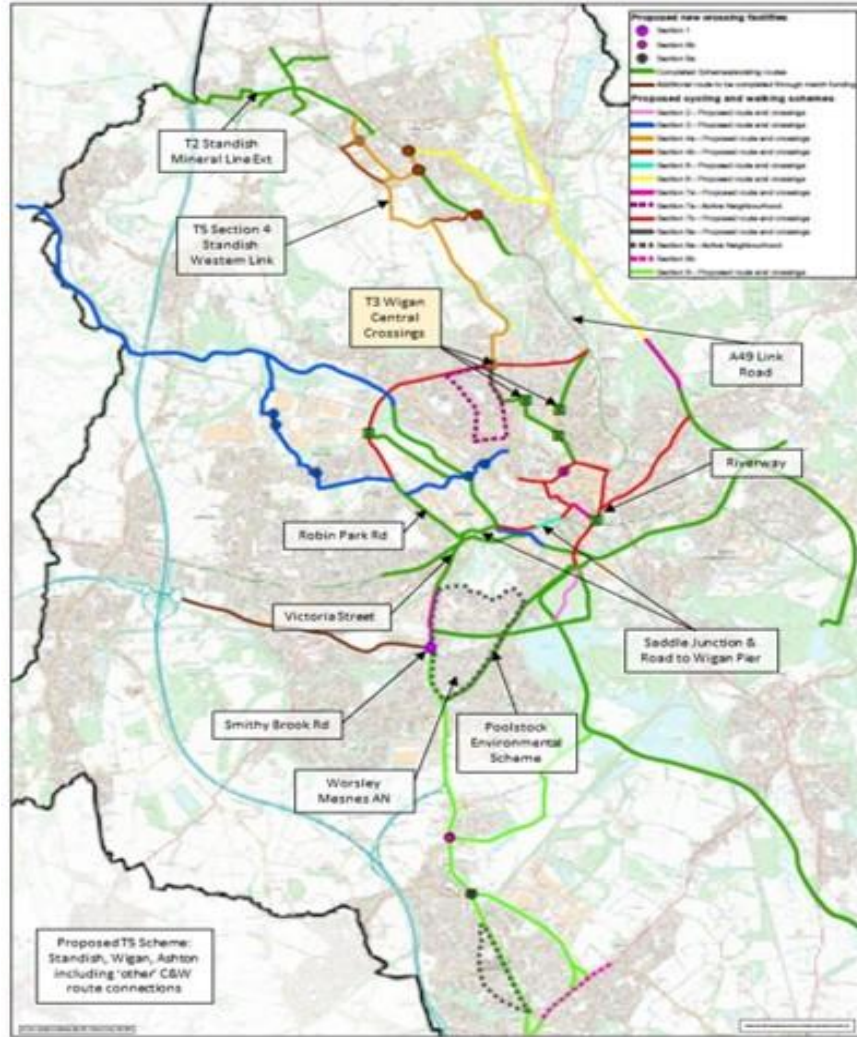


Figure 2: Map showing proposed MCF T5 Standish, Wigan to Ashton scheme and the connections to existing, completed and other MCF schemes.

For context on the wider Bee network plans for Wigan Borough, please refer to this interactive map:

[Schemes near me | TfGM Bee Active](#)



Image 1: Robin Park Road cycle scheme



Image 2: Saddle Junction



Image 3: Riverway at Darlington Street and King Street



Image 4: Victoria Street connecting to the Saddle



Image 5: Smithy Brook Road



Image 6: Road to Wigan Pier

C) Components and outputs

Main components and expected outputs

The scheme addresses a current gap in walking and cycling provision and will increase permeability on the Bee Network whilst providing benefits for the road network in Wigan.

Expected outputs

- New pedestrianised walking and cycling crossing facilities at Kenyon Road/Walkden Avenue enabling safer crossing.
- Install new toucan crossings in two locations
- Widen footways and introduce tactile paving to make it safer for pedestrians and cyclists.
- Footway level shared use path and new 'SHUTTLE' traffic signals under the railway bridge on Buckley Street to create a safer and more accessible environment for pedestrians and cyclists.

<p>Priorities:</p> <p>a) Outline the scheme objectives and outcomes</p> <p>b) Provide a Logic Map and explain the causal logic of how the chosen intervention(s) lead to the identified outcomes</p> <p>c) State how the scheme relates to the MCF funding priorities</p> <p>d) Set out what will constitute successful delivery of the scheme objectives and the criteria which will be used to measure success</p>	<p>a). The scheme objectives (using the SMART model) are:</p> <ul style="list-style-type: none"> • To reduce the risk and improve actual and perceived safety for pedestrians and cyclists at key junctions close to the town centre. • Reduce car use. • To increase walking and cycling along the route through the higher quality provision which the scheme will offer. • Increase the number of people accessing education, employment, and retail by active travel modes. • To see an improvement in traffic flows with new traffic signals in place. <p>Expected outcomes of the scheme are as follows:</p> <p>Immediate</p> <ul style="list-style-type: none"> • Reduced car dominance. • More efficient movement of vehicles through the junction. • Increased safety for walkers and cyclists crossing junctions. • Improved route continuity for people walking and cycling. <p>Intermediate</p> <ul style="list-style-type: none"> • Reduction in road traffic incidents at specific locations • Increased number of walkers and cyclists • Increased access to local and regional centres, retail, employment, and community services • Increased awareness of the Bee Network and other strategic walking and cycling routes. This awareness will be further improved through activation activities, including engaging with Wigan’s Walking & Cycling forum. This will involve partners such as Leisure & Wellbeing, Public Health, and other interest groups as appropriate and will focus on behaviour change. <p>Long term</p> <ul style="list-style-type: none"> • Improved safety perceptions of walking and cycling. • Increased footfall on local high streets. • Reduced car use for short local trips. • Increased active travel modes for short local trips. <p>Expected long term impacts of the scheme are as follows:</p>
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- Improved health outcomes for people with an increase in the number of Wigan residents reaching physical activity targets through active travel. Health data and access to health services can be made available from our public health colleagues.
- Improvement in air quality in proximity to the junctions due to a reduction in car use for short local trips and in idling vehicles stuck in congestion. We have a number of quality monitors in the area and can monitor levels of carbon dioxide from the NOX tubes.
- Reductions in KSI incidents due to separation of modal types, increased access to crossing points and reduced vehicle conflict. We will monitor safety by looking at the RTA data on a regular basis.
- Improve the active travel environment and provide people with a choice to leave the car at home for short trips; residents and students commuting and those attending events and activities in Wigan town centre, such as Pride, Christmas lights switch on and Wigan 10K.
- Logic Map

See logic map in appendix 1.1

- **MCF Funding Priorities**

The project meets the MCF funding priorities for Active Centres and Corridors as follows:

Develop walking and cycling improvements on major routes

The three junction improvements will provide key links to the town centre. Proposals will make the junctions, together with associated crossings, safe and attractive for pedestrians and cyclists.

Improved access to local centres by cycling and walking

This route links population clusters to:

- Wigan town centre, which is the local centre for goods, services, and employment,
- Transport hubs, (bus and train stations,)
- Other schemes forming a strategic network for cycling and walking:
- Tranche 5 Wigan to Standish Phase 2; Standish Western Route which is proposed to be completed by December 2023.
- Tranche 5 Leeds Liverpool Canal and Links scheme; proposed to be completed by May 2023.

The existing crossing points are currently inadequate or have none in place at all along these routes and will be improved. Providing these safe crossing points will help us to promote and enable people to choose walking and cycling to access the services and facilities in Wigan town centre.

Improve efficient movement of people across towns

The routes that meet at this junction are busy radial roads connecting populations to local facilities. By removing the physical and implied barriers, and addressing the severance points at these junctions, movement of people by vehicle and through active travel options will be improved.

The barriers include but are not limited to:

- A lack of a pedestrian crossing from Walkden Avenue across Kenyon Road
- A lack of facilities under the railway bridge
- A lack of crossing points along Spencer Road

Once implemented it is expected that local community centres such as churches, nurseries and schools will experience a drop in vehicle journeys for short distances (under 1.5 miles) due to the improvements in safe crossing points.

Reduce negative impacts of traffic on communities

The improved crossing points will:

- Support easier and safer sustainable travel by residents to destinations as supported by producing a holistic corridor
- Offer sustainable alternatives to the commutes by car along this route into Wigan,
- Improve air quality,
- Address, remove or reduce barriers to accessing local services and businesses,
- Support healthier lifestyles. This is notable due to the inverse relationship between the majority of deprived areas of Wigan suffering from higher negative impacts of motor traffic.

Further development and onward connections

Furthermore, connections can be made with the following:

- Tranche 5 Wigan–Standish–Ashton programme of works; the prioritised schemes are all due for completion before March 2024.
- Completed town centre schemes: Riverway crossing; Road to Wigan Pier and Saddle Junction segregated walking and cycling facilities; and Victoria Street junction improvements.

Plans for the future will make a connection via the college and through Mesnes Park towards the town centre. This central crossings scheme is the first phase of the route that connects Wigan to Standish. The second phase of works, the Standish Western Route scheme, will provide an improved off-road route that will connect people from the town centre at Gidlow Lane, through to Standish town centre. This proposed scheme is under development and currently programmed to be complete by March 2024.

D) Success indicators

Successful delivery of the scheme will be demonstrated by:

- Programme completed on time or at least with minimal delays.
- Budget is managed.
- Cycling and walking take up is improved.

	<ul style="list-style-type: none"> • Less road traffic accidents <p>Monitoring and Evaluation</p> <p>Monitoring and Evaluation for this scheme will consist of:</p> <ul style="list-style-type: none"> • Comparison of ATC data commissioned in March 2022. • Comparison of pedestrian and cycle data commissioned in March 2022. • Comparisons and analysis of RTA information. • Intercept surveys will be commissioned a year after the scheme is complete. • Activation activities, participation numbers and feedback. • Feedback from the walking & cycling forum. • Observing and engaging with Local Media.
<p>Issues being addressed:</p> <p>a) Summarise the issue(s) the scheme seeks to resolve</p> <p>b) Describe how the scheme will address the issue(s), referring to the causal logic outlined in the Logic Map as necessary</p> <p>c) What is the impact of not delivering the scheme?</p>	<p>a)</p> <p>The scheme area is immediately to the north of Wigan town centre, where there are established residential neighbourhoods who use Wigan as the main location for a range of services. Access into the town is difficult from this area. All journeys involve crossing busy roads via junctions that currently have no controlled pedestrian/cycle crossing facilities. These roads and junctions act as severance points and barriers to sustainable modes of transport. Pedestrians and cyclists currently struggle to cross these busy junctions with the result that many residents use their car for short journeys into the town.</p> <p>Improved crossing points at junctions in this area have been identified through the Bee Network and LCWIP development programme as follows.</p> <p>Gidlow Lane is an advisory/quiet on-road cycle route; there are local shops located on Gidlow Lane to the south of the junction. There is a housing estate to the north of the junction and there are existing cycle paths north off Gidlow Lane which provide links to Standish.</p> <p>The Mesnes Road route is well used by pedestrians/cyclists travelling to and from the Swinley residential area into Wigan town centre and they currently struggle to cross the busy junction with Walkden Avenue. There is existing advanced cycle stop markings in places on all arms of the junction.</p> <p>At Springfield Road/Park Road there are local shops located on Woodhouse Lane to the south of the junction. There are residential properties surrounding the junction and St Andrew’s Primary School is located close by.</p> <p>The MP, Local Councillors and residents have complained to the Council over several years about the danger for pedestrians crossing these junctions and have requested controlled crossing facilities.</p> <p>Issues the scheme seeks to resolve include:</p> <ul style="list-style-type: none"> • Safety for pedestrians • An alternative route by foot and bike rather than car • Better access under the railways bridge for all travellers • Connecting people with communities by allowing safer crossing points to get to key destinations <p>The scheme is aiming to resolve all of the above issues, with more information included in the below table:</p>

Issue being addressed	How	Impact
Safety of pedestrians crossing busy junction points	Additional crossing points installed	Less RTA and safer movement crossing these busy roads and junctions
Cyclist conflict with traffic	Segregated cycle facility	Safer cycling and more uptake of cycling and walking
Air quality	New cycling and walking infrastructure	Allows more people to walk and cycle and less use of vehicles
Health and wellbeing	New cycling and walking infrastructure connecting to other town centre routes	Residents should be more inclined to walk or ride a bike if the safe infrastructure is in place.

b) There is currently a gap in the network in Wigan in this part of the town. This creates a severance in the Bee Network as there are a number of cycle routes in and around the rest of the town. The Wigan Bee Network Plan, included as Appendix 1.3 shows the existing cycle schemes that have been implemented and the proposed schemes for the whole borough. Completing this scheme will start to bridge the gap in the network. This scheme completes part of the Tranche 5 MCF strategic network. The impacts of not delivering this scheme will mean safety of both pedestrians and motorists will remain a concern and the priority for the area would remain for transport users not for walkers and cyclists.

Tranche 5 connections:

- The scheme will connect to Section 4: Wigan to Standish Phase 2 (also known as Standish Western Route); an improved off-road route running north to south from Standish, near Beech Walk, to Gidlow Lane.
- This scheme is currently in development, and we expect to complete this scheme by March 2024.
- From Gidlow Lane the proposed network will link into the town centre via Frog Lane/New Market Street. This is Section 7 (of Tranche 5) which proposes to provide additional links to complete the network around the town centre through the introduction of additional crossing points.
- These will ensure that all other previous funded cycle facilities (CCAG2/GDMW) are fully connected. We currently do not have funding for this section and will be looking to future funding pots to enable us to complete the network in the town centre.

These connections can be viewed in Figure 2: Map showing proposed MCF T5 Standish, Wigan to Ashton scheme and the connections to existing, completed and other MCF schemes.

	<p>c)</p> <p>By not delivering the scheme, the barriers that currently severely limit walking and cycling into Wigan town centre from established residential neighbourhoods around the area will remain in place. Therefore, residents from these neighbourhoods will continue to use their car for short journeys (less than 1 mile) into Wigan town centre to access all the facilities and services located there.</p> <p>As part of the MCF Tranche 5 programme, we have a wider aspiration to create a coherent and connected north to south cycling and walking network from Standish, through to Wigan and Ashton. We have received programme entry for our Tranche 5 bid to create this network. If this scheme were not delivered, we could not provide a fully connected route from north to south.</p>				
<p>Strategic Benefits:</p> <p>a) Describe each of the benefits (including any disbenefits) of the project, including the new capability, beneficiary, timescale, and measurement.</p>	Benefit	New capability	Beneficiary	Timescale	Measurement
	Improved health and increased physical activity	Segregated cycle way and better crossing facilities	Residents	Within 12 months of completion	Monitor through cycle counts (manual and digital)
	Reduced congestion	Better efficiency at junctions	Motorists and pedestrians as well as business users	Within 12 months	Scoot data, more people accessing the retail parks and less people 'stuck in traffic'. Traffic queuing data to be assessed regularly.
	Improved access and connectivity to job opportunities and services	Easier movement by all modes through junction	Businesses, job seekers and service users	Within 12 – 24 months	User surveys and activation activities

Section 2: Economic Case

NOTE: Amount of information provided should be proportionate to the value and complexity of the scheme

<p>Value for Money statement:</p> <p>a) Utilise the TfGM PEAT tool to produce a Value for Money (VfM) statement, ranking the scheme as low, medium</p>	<p>Value for Money Statement</p> <p>This FBC is for the provision of improved and new crossings for pedestrian and cyclists in North Wigan focused around the Gidlow area. The scheme aims to address the gaps in walking and cycling provision and to increase permeability of the network, including by providing improved paths, wider footways, and new crossings at busy main roads.</p> <p>The appraisal anticipates that installing new signalised crossings will lead to more local walking and cycling trips to access local amenities, such as the Wigan & Leigh College site on Walkden Avenue. Extra demand will include some new journeys and some journeys which shift to being made on foot or by bicycle rather than other modes of travel such as car. The anticipated benefits align with the Council's policy aims and the aims of Made to Move, with positive outcomes sought in relation to health, journey experience and the economic benefits.</p>
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<p>or high according to the BCR</p> <p>b) Consider providing an Appraisal Summary Table</p> <p>c) Provide any additional supporting material which outlines the anticipated net benefits to users. For example, evidence from similar schemes.</p>	<p>The importance of localised upgrades which focus on reducing severance for active modes is a core Active Bee Network principle. This only increased as a result of the COVID-19 pandemic with people now placing even greater focus on opportunities to walk and cycle within local neighbourhoods and to access local destinations for leisure and exercise purposes.</p> <p>The FBC appraisal has made a proportionate, reasonable estimate of the levels of existing and future demand based on available data sources.</p> <ul style="list-style-type: none"> - Existing demand is taken from observed count data collected during mid-March 2022. - Safety impacts have been assessed using recent collisions data. <p>Highway impacts have been assessed based on a mix of traffic modelling analysis undertaken by TfGM UTC and delay calculations based on the March 2022 observed count data.</p> <p>The appraisal uses v1.7 of the TfGM Programme Entry Appraisal Tool (PEAT). This monetises most of the benefits the Scheme will achieve, although PEAT cannot monetise the significant benefits to people walking and cycling from reduced severance and better connectivity. In addition, the proposed uplift in cycling numbers is modest, especially at the shuttle working under the railway bridge, where the proposals significantly improve the cycling environment.</p> <p>The results of the analysis are summarised below and demonstrates that, under the core scenario, the scheme is forecast to achieve a Benefit-to-Cost Ratio (BCR) of 1.08 in a Business-as-Usual scenario, and 3.45 in a 2040 Vision scenario. The Go Dutch scenario offers the highest value for money but is considered unlikely to be the outturn.</p> <p>The table below is copied from PEAT and presents the appraisal results. The graph from PEAT is also copied below the table, summarising the benefits by scheme impact category. The PEAT Tools and all appraisal calculations are provided in Appendix 2.1.</p> <table border="1"> <thead> <tr> <th colspan="2">Wigan Crossings, Core</th> <th colspan="2">Impacts</th> </tr> <tr> <th colspan="2">Analysis of Monetised Costs and Benefits (in £000s)</th> <th>Business as Usual (NTEM)</th> <th>2040 Vision</th> </tr> </thead> <tbody> <tr> <td>Environmental</td> <td>Noise</td> <td>£1.4</td> <td>£1.9</td> </tr> <tr> <td>Environmental</td> <td>Local Air Quality</td> <td>£4.0</td> <td>£5.5</td> </tr> <tr> <td>Environmental</td> <td>Greenhouse Gases</td> <td>£5.1</td> <td>£7.2</td> </tr> <tr> <td>Journey Quality</td> <td>Journey Quality</td> <td></td> <td></td> </tr> <tr> <td>Journey Quality</td> <td></td> <td>Walking</td> <td>£462.6</td> </tr> <tr> <td>Journey Quality</td> <td></td> <td>Cycling</td> <td>£1.7</td> </tr> <tr> <td>Health</td> <td>Physical Activity</td> <td>Reduced risk of premature death</td> <td>£2,193.7</td> </tr> <tr> <td>Health</td> <td></td> <td>Reduced morbidity</td> <td>£68.0</td> </tr> <tr> <td>Economy</td> <td></td> <td>Absenteeism</td> <td>£484.0</td> </tr> <tr> <td>Accidents</td> <td>Accidents</td> <td>From Active Mode Change</td> <td>£20.9</td> </tr> <tr> <td>Accidents</td> <td></td> <td>From infrastructure changes</td> <td>£703.0</td> </tr> <tr> <td>Accidents</td> <td></td> <td>From increase in cycling</td> <td>-£53.5</td> </tr> <tr> <td>Accidents</td> <td></td> <td>Change in walk, bus and rail casualties due to Cycle Trips</td> <td>£2.9</td> </tr> <tr> <td>Accidents</td> <td></td> <td>From increase in walk trips</td> <td>-£169.6</td> </tr> <tr> <td>Transport Efficiency</td> <td>Severance impacts</td> <td></td> <td>TBC</td> </tr> <tr> <td>Economy</td> <td>Wider Public Finances (Ind. 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As is shown in the PEAT outputs, the main benefits of the scheme are likely to originate from improved health and wellbeing for the new pedestrians and cyclists. Broadly, additional exercise leads to healthier lifestyles which makes people less likely to suffer from illness and health issues. This predominantly shows itself in the appraisal as a reduced risk of premature death for an individual, and the economic benefits of a healthier workforce taking less time off work for sickness. The strategic case and logic map refers to the expected improvements of health and obesity issues in the local area, which can be positively impacted by the increases in active travel and movement.

The FBC appraisal also captures the improvements to the quality of a journey for new and existing pedestrians and cyclists, where the new infrastructure provides a significant enhancement in travel experience. In particular, users will benefit from the provision of signalised crossings with priority for active mode users which will reduce severance and enhance perceived and actual safety. However, the full benefit of the reduced severance is not captured by this appraisal so the actual benefits will be greater than that which can be monetised through PEAT.

The negative 'benefit' from Transport Efficiency arises due to a delay to motorised traffic introduced as a result of the traffic signals.

For the introduction of pedestrian signals at the Kenyon Road/Walkden Avenue junction and the new shuttle working for the rail bridge on Buckley Street, the appraisal inputs have taken modelled delays using analysis provided by the TfGM UTC team. For Spencer Road, an estimate has been made as to delays for traffic based upon the potential usage of the pedestrian crossing and the traffic levels observed.

It must also be noted that for WBC to achieve the uplifts in activity assumed in the appraisal, it is assumed that an engaging Activation Plan will be delivered, that will

	<p>maximise the potential success of the scheme. Activation plans for the scheme are set out in the management case of the FBC.</p> <p>Interpretation of value for money must note the variance in value for money results between the 2040 Vision and Business as Usual NTEM scenarios. These scenarios are variants built into TfGM’s PEAT tool to reflect alternative futures in terms of demand growth trends, e-bike usage, and accident rates. In terms of growth, NTEM is based on a continuation of existing trends whereas the 2040 Vision scenario advised by TfGM aligns to Made to Move policy and the Right Mix vision for GM where 50% of journeys are to be made by non-car modes in 2040. The 2040 Vision scenario also reflects an acceleration in the reduction of casualty rates towards the GM 2050 Vision Zero whereas the NTEM scenario extrapolates historical casualty rates.</p> <p>In addition, to the standard PEAT scenarios, the uplift assumptions have been altered to provide a low and high growth forecast of uplift in active travel, utilising the relationships between low, middle, and high outputs of the DfT’s Emergency Active Travel uplift tool, applied to the core uplift which has been taken from comparative local schemes. Only the low growth scenario (under business as usual) presents a BCR that is lower than 1, where the highway disbenefits significantly counter the walking and cycling benefits.</p> <p>The value for money conclusions could differ depending on how the outturn situation occurs, however the analysis does suggest that the investment will be very robust based on the PEAT scenarios tested. These present possible alternative futures rather than a certain result but these outputs demonstrate that the scheme is a sound investment in all situations barring a very pessimistic scheme, combined with a lack of progress in terms of the Council and TfGM strategy for uptake of active travel.</p> <p>The quantified assessment should be considered alongside the wider impacts which are not monetised in the appraisal. An Appraisal Summary Table for the core NTEM scenario is included with this FBC (Appendix 2.1) which summarises the overall results of the scheme appraisal and value for money assessment.</p>
<p>Description of (dis)benefits:</p> <p>a) Describe each of the benefits (including any disbenefits) of the project, including the new capability, beneficiary, timescale and</p>	<p>Description of (dis)benefits</p> <p>a) Describe each of the benefits (including any disbenefits) of the project, including the new capability, beneficiary, timescale, and measurement &</p> <p>b) Prioritise the benefits in terms of most significant impact</p> <p>The key predicted impacts which are quantified in the appraisal are:</p> <ul style="list-style-type: none"> • Health benefits, in terms of reduced risk of premature death, reduced morbidity and reduced absenteeism, as can be expected due to an increase in walking and cycling trips. • Improvements to journey quality as a result of the improved walking and cycling facilities for new and existing users. • Collision rate reductions from the decrease in car use, due to mode shift towards walking and cycling.

<p>measurement</p> <p>b) Prioritise the benefits in terms of most significant impact</p> <p>c) Consider using a Benefits Map or Benefits Realisation plan</p> <p>d) Describe the approach taken to quantify the scheme's benefits and (where applicable) disbenefits</p> <p>e) Provide evidence which describes each of the qualitative and quantified benefits to users and how they represent value for money</p>	<ul style="list-style-type: none"> • Environmental benefits in terms of noise, local air quality and greenhouse gases which can result from fewer car trips being made (as a result of modal shift towards walking and cycling). • There is a disbenefit arising from highway impacts on road users (cars and buses), due to additional delay created by the new (signal-controlled) crossings and the signalisation of the Kenyon Road / Walkden Avenue junction. • Wider changes in collision rates which could result from the forecast rises in walking and cycling – albeit safety issues are mitigated through the design and safety audit process as much as possible. • Reduction in Wider Public Finances, as a result of reduced fuel consumption due to mode shift towards walking and cycling. • Collision rate reductions due to the infrastructure changes, as a result of the introduction of signalised crossings for cyclists and pedestrians. <p>The key predicted impacts which are not quantified in the appraisal are:</p> <ul style="list-style-type: none"> • The reduction in severance due to the creation of safe crossing points (over and above the journey quality benefits for pedestrians, which is valued). • Benefits to cyclists from the new crossings (PEAT is only able to value crossing benefits to pedestrians). • Any public health or obesity benefits, resulting from increased active travel. • Improved perception of walking or cycling within the local community due to the scheme and the overall enhancement network cohesion and travel opportunity. • Changes in highway reliability which can result from mode shift from motorised modes in favour of walking and cycling. • Changes in severance, townscape, or biodiversity. • Changes in social cohesion, due to the improved network integration. • Changes in access to public transport services. • Highway impacts on road users (cars and buses), due to additional delay created by any increase in demand for existing crossings within the immediate area or surrounding areas. • Any adverse impacts for users during the construction period. <p>Some of the main direct benefits of the scheme are predicted to be:</p> <ul style="list-style-type: none"> • More active population. • Fewer short journeys made by car resulting in less road traffic. • Reduced air pollution and adverse noise impacts. • More people accessing local services. • Wider accessibility by no-cost transport options, and more opportunity for people who do not have access to a car. <p>Beneficiaries will include local residents and businesses.</p> <p>Dis-benefits have been identified as:</p> <ul style="list-style-type: none"> • There is the potential that collision rates involving pedestrians and cyclists could increase and highway disbenefits on surrounding roads could increase in locations away from the immediate scheme works, if
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the number of people walking and cycling in the neighbourhood increases.

- Highway journey times will be made slightly slower, due to the additional delay incurred when vehicles have to stop to allow people to cross the road at the new controlled crossing points and at the shuttle working arrangement.
- The scheme will increase future maintenance requirements for the Council given the new crossing infrastructure provided.

Please refer to the logic map in Appendix 1.1 and the Monitoring and Evaluation Plan at Appendix 3.2 for further details of benefits, timescales, and measurement.

The table below shows the scheme benefits in priority order.

Benefit	Impact
More active population	Less pressure on the health service as residents who walk, and cycle regularly are healthier and live longer. If people are more active, they will use their car less which will also impact on congestion
Reduced air pollution	Less pressure on the health service as residents are healthier. Healthier population will have higher levels of employment
Fewer short journeys made by car resulting in less road traffic	Reduced congestion, and NOx emissions with the resultant positive impacts on health.
Wider accessibility by no-cost transport options, and more opportunity for people who do not have access to a car	Assists low-income families to access local amenities, services, and employment opportunities.

c) Consider using a Benefits Map or Benefits Realisation plan

Please refer to the Logic Map at Appendix 1.1.

d) Describe the approach taken to quantify the scheme's benefits and (where applicable) disbenefits

Appraisal Structure

Scheme impacts are appraised using 6 separate PEAT tools. These set out a range of scheme impacts for different sections of the overall scheme. A further PEAT contains the scheme costs. The results from the 7 PEAT tools are aggregated together in a macro-enabled 'Summary' workbook. All files are included in structured folders in Appendix 2.1 to the business case submission for review.

Baseline Walking and Cycling Demand

Baseline walking and cycling demand has been estimated, based on counts observed at four sites across the scheme area, as shown in the map below. Data was collected 8th-14th March 2022. This data was interpreted to identify an average daily use which is applied in the PEAT tool as existing demand. The count sites were selected to provide a good overview of the different routes **and links**

which the scheme will upgrade and enable. Data is analysed for the 0700-1900 period only and so will be somewhat of an underestimate of existing use as we can reasonably expect some use outside of these hours (in particular in summer when daylight continues later into the evening). However it was considered to be suitable for the purposes of this analysis and provides additional robustness to our conclusions.

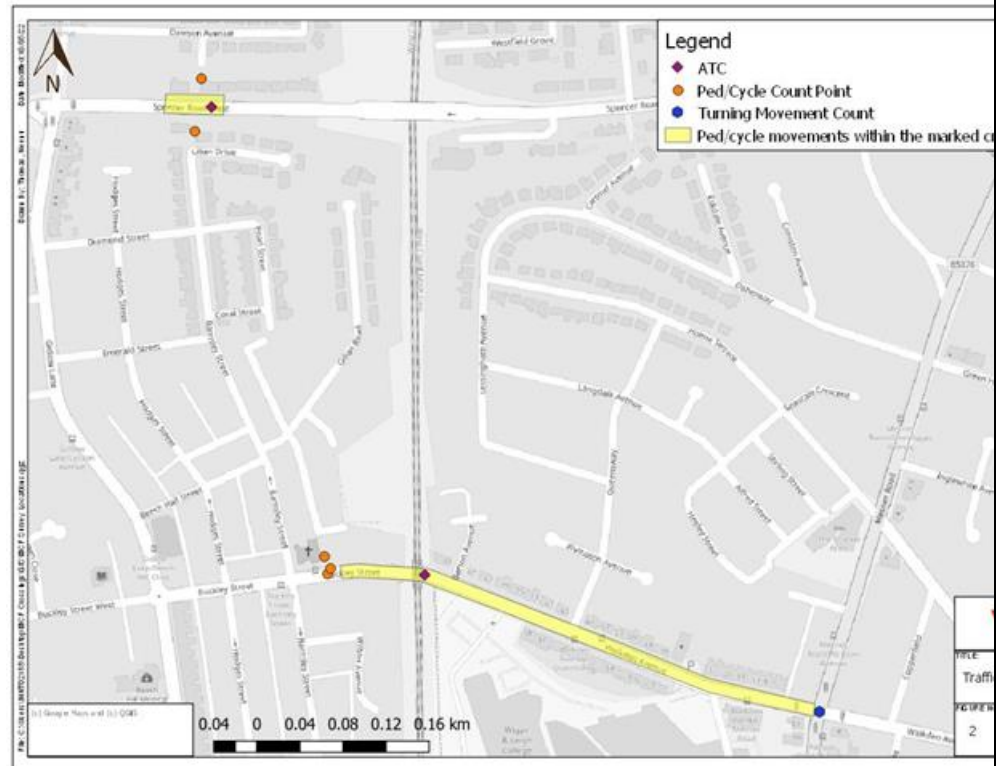


Figure 3: Count data sites

Flow diagrams were prepared from the count data for each of the locations to help build up estimates of the existing number of trips, and potentially, additional trips reassigned from other routes, if any.

For each of the site locations, trips were analysed for Weekdays (Monday to Friday) and Weekend days (Saturday and Sunday). A weighted average of this data was calculated to derive the existing number of trips that has been input to the PEAT.

The table below summarises the daily average existing trips at each location. Average weekday trips have been growthed to total weekday trips and the average Sunday trip is growthed to total weekend trips to form the overall total weekly trips estimate (7-days). This was then averaged to derive an Average Daily Existing Trips.

	Existing number of Trips				Average Daily Existing Trips	
	Cyclists		Pedestrians		Cyclists	Pedestrians
	Weekday	Weekend	Weekday	Weekend		
Spencer Road West	7	5	216	249	7	221
Buckley Street	4	4	466	343	4	433
Walkden Avenue	2	2	228	168	2	211

Kenyon Road	58	42	1,081	823	54	1,007
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* All values above are for the 12-hour 0700-1900 period only and so are likely to under-represent the full demand.

As the Kenyon Road junction crossings upgrades would not be used by all users passing through the junction (only those crossing on relevant arms with new signalised crossings), only 50% of the turning movements were included in the appraisal demand inputs within PEAT.

Future Walking and Cycling Demand

Future walking and cycling demand reflect an uplift in existing use for both modes.

Forecasts for a core scenario are based on uplift percentages from similar studies conducted in Manchester and other parts of UK with similar proposals and populations impacted. Based on DfT's "Analysis and synthesis of evidence on the effects of investment in six Cycling Demonstration Towns" document published in November 2009, a 25% uplift has been considered for cycling. The walking uplift of 25% has been used based on the document "The Pedestrian Pound" published by Living Streets, which accounts for the Public Realm improvements in Greater Manchester.

Additional trips have been identified that are existing and likely to switch to the new infrastructure. These assumptions are shown below.

Location	Additional Trips Reassigned		Comments
	Cycling	Walking	
Spencer Road	0	0	No additional reassigned trips are considered to use this intervention
Buckley Street	7	268	Assuming 50% of the total users from the southern footway will use the proposed interventions
Walkden Avenue	1	140	Assuming 25% of those people crossing nearby will use the intervention
Kenyon Road	2	113	Assuming 25% of those people crossing Walkden Avenue (away from the junction) will use the intervention

Journey Quality / Ambience Impacts

Journey quality uplifts have been selected within the PEAT tool which are considered to be applicable. These primarily relate to improvements in the provision of a green man crossing, pavement widths, surface quality, and signage.

Safety

Collision data has been analysed for the Dec 2015 – Dec 2020 period as the before scheme period.

Except at Kenyon Road, no other locations showed collisions have occurred which could reasonably have been avoided if the proposed infrastructure improvements had been in place.

One slight collision and two serious collisions were recorded along Kenyon Road in the past 5 years. One serious collision involving a pedestrian could have **been**

preventable if the proposed signalised crossings had been in place to assist crossing movements.

Highway impacts

For this scheme, the highway impacts for road users (cars and buses) which have been quantified are any additional delays which may be created on link sections because of the following:

- Provision of a new signalised crossing and shuttle working for vehicles for Walkden Ave/Buckley St.
- Addition of pedestrian signal stages at the Kenyon Rd/Walkden Ave crossroads junction (already signalised for traffic).
- Installation of a new signalised crossing at Spencer Rd.

The main highway impacts of the scheme are due to the introduction of the new shuttle working arrangement on Buckley St, and the inclusion of new pedestrian stages at the Kenyon Road crossroads. These have been modelled by TfGM. The Spencer Road West crossing is not modelled due to it being a stand-alone crossing.

The modelled journey time changes and disbenefits which may be generated by both scheme elements have been included as highway impacts in the PEATs, in all scenarios, including the core assessment. The total additional delay is entered in pcu hours, as well as the delay per bus user. Frequency and occupancies provided by data from the TfGM appraisal team.

The junctions have been modelled in LINSIG using a combination of survey data from 2019 at the Kenyon Road junction, and survey data from 2022 at the shuttle-run (supplied by WSP). Please see Appendix 2.2 for the base data.

The modelling indicates there will be additional delay for all vehicles and a build-up of queuing due to both measures is expected.

- The shuttle running under the rail bridge is introducing a new 'red stop' signal with traffic constrained to a single lane rather than flowing unopposed.
- The crossroads will have a new 'all red' phase added to the signal ops.

The modelled outputs received from TfGM is provided below:

Total Delay (pcu hrs)	Time period	Existing 104s cycle	Proposed (ped stage alternate cycles) 104s cycle
Kenyon Rd / Walkden Ave crossroads	AM Peak	8.3	17.8
	PM Peak	8.3	13.6
Buckley St shuttle run	AM Peak	0.0	2.5
	PM Peak	0.0	2.3

Link Description	Existing 104s cycle	Proposed (ped stage alternate cycles) 104s cycle	Difference in Delay (s/pcu)
AM PEAK			

	Deg of sat (%)	Delay (s/pcu)	Queue len (m)	Deg of sat (%)	Delay (s/pcu)	Queue len (m)	Used in bus impact appraisal
Mesnes Rd (all mvmnts)	66	24	43	67	32	76	20.5
Kenyon Rd (all mvmnts)	48	19	27	79	52	70	
Walkden Ave (all mvmnts)	69	25	41	79	41	67	-
Walkden Ave E (all mvmnts)	12	14	6	13	25	12	-
Buckley St EB (at shuttle)	-	-	-	57	23	34	21.0
Buckley St WB (at shuttle)	-	-	-	55	19	56	

Link Description PM PEAK	Existing 104s cycle			Proposed (ped stage alternate cycles) 104s cycle			Difference in Delay (s/pcu)
	Deg of sat (%)	Delay (s/pcu)	Queue len (m)	Deg of sat (%)	Delay (s/pcu)	Queue len (m)	Used in bus impact appraisal
Mesnes Rd (all mvmnts)	50	22	20	69	52	55	19.5
Kenyon Rd (all mvmnts)	69	20	51	70	29	89	
Walkden Ave (all mvmnts)	68	30	35	70	42	67	-
Walkden Ave E (all mvmnts)	19	18	9	20	30	19	-
Buckley St EB (at shuttle)	-	-	-	38	19	20	17.5
Buckley St WB (at shuttle)	-	-	-	33	16	25	

The PEATs use the model results for when the ped stage is called every other cycle, which feels like a reasonable worst-case assumption based on existing and forecast demand. Should the signals be activated more frequently this would obviously mean a greater level of highway delay impact which would have to be

proactively managed by the Council and UTC to ensure network conditions are maintained at an acceptable level.

A version of the Crossing Delay Tool (v3) developed with TfGM has been used to estimate additional delay created by the new Spencer Rd crossing; using Bus Frequency, Bus Occupancy, Total Modelled Journey time and Travel Time per Public Transport vehicle for the Spencer Road and Walkden Avenue crossings inputs.

The crossing delay tool is used for both Weekday and Weekend traffic counts to estimate the separate journey times during each time. Total traffic across each peak is obtained from the 7-day ATC data received.

The results of the crossing delay tool are entered into the relevant PEAT assessment, with separate calculations produced for the AM Peak, Interpeak and PM Peak periods and then annualised in line with the default PEAT parameters. Future year traffic within the appraisal period is accounted for using default PEAT parameters that include NTEM and TfGM's Spatial Theme. This assumes a decline in car use and an increase in bus use, in line with the Greater Manchester Transport Strategy 2040.

Other PEAT Assumptions

- Costs exclude development costs already "sunk" (which total £126,387).
- The QRA [REDACTED] is removed and replaced with optimism bias of 20% as per TAG A1.2
- Maintenance is allowed for as 5% of capital costs every 10 years for the scheme life.
- The analysis applies 364 days per annum, other than where weekend only (253 days) or weekend days only (102 days) is indicated.

e) Provide evidence which describes each of the qualitative and quantified benefits to users and how they represent value for money

Benefit	How it represents value for money
Fewer short journeys made by car	Reduced congestion, and NOx emissions with the resultant positive impacts on health.
More active population	Less pressure on the health service as residents who walk, and cycle regularly are healthier and live longer.
More people accessing local jobs	Reduced unemployment and additional spend in the local economy. People in work are healthier
Increased spend in retail centres	Improved sustainability of retail businesses
Reduced air pollution	Less pressure on the health service as residents are healthier
No-cost transport options	Reduced unemployment and additional spend in the local economy.

	<p><u>Journey Quality / Ambience Impacts</u></p> <p>Journey quality uplifts have been selected within the PEAT tool which are considered to be applicable. These primarily relate to improvements in the provision of a green man crossing, pavement widths, surface quality, and signage.</p> <p><u>Safety</u></p> <p>Collision data has been analysed for the Dec 2015 – Dec 2020 period as the before scheme period.</p> <p>Except at Kenyon Road, no other locations showed collisions have occurred which could reasonably have been avoided if the proposed infrastructure improvements had been in place.</p>
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To assess the robustness of the conclusions drawn from the core scenario it is appropriate to undertake sensitivity tests which demonstrate how the value for money would differ if the outturn were not as captured in the core scenario.

Sensitivity analysis has covered:

#	Sensitivity Test	Pedestrian Demand	Cycle Demand	Highway Impacts	Collisions	Costs
ST1	Higher Cycling and Walking Growth	Higher uplifts than core		Same as core		
ST2	Lower Cycling and Walking Growth	Lower uplifts than core		Same as core		
ST3	Increased Costs	Same as core				Additional 20% costs over same delivery period

Tests 1 and 2 examine how VfM would change if the post-scheme number of pedestrians or cyclists is higher or lower than the core assumptions. The core uplifts of 25% for cycling and walking have been adjusted to create high and low scenarios using values calculated using the Uplifts Tool, released by DfT in 2020. This was originally produced for use in support of the Emergency Active Travel programme. It is founded on evidence which provides a reasonable assumption in lieu of any more robust analysis being available for this stage. The tool produces a low, medium, and high estimate of growth, based on the scheme costs and this relationship has been used to derive low and high estimates around the 25% core scenario assumption.

The DfT Tool uplifts are a product of scheme costs. As the scheme costs are not presented in a way which differentiates between walking and cycling investment, a simple 50% split has been chosen between the modes. Area-wide cycling network is chosen for the cycling intervention type, while town centre walking infrastructure has been chosen for the walking intervention given the urban setting.

The resulting uplift percentages used for the low and high sensitivity tests are presented in the table below:

Location	Cycling % Uplift			Walking % Uplift		
	Low	Core	High	Low	Core	High
Buckley Street	15%	25%	52%	16%	25%	41%
Kenyon Road	15%	25%	52%	16%	25%	41%
Spencer Road	15%	25%	52%	16%	25%	41%
Walkden Avenue	15%	25%	52%	16%	25%	41%

Test 3 examines how the VfM would change should the scheme costs increase beyond the existing estimates. An increase of 20% is tested.

All assumptions remain the same, including input parameters and the OB of 20%.

Sensitivity Test Output Summary

The PEAT tools have been re-run for these sensitivity tests. The results are summarised in the table below.

Scenario	2040 Vision BCR	VfM Category	NTEM BCR	VfM Category
Core	3.45	High	1.08	Low
ST1 (high)	6.82	Very High	3.21	High
ST2 (low)	2.53	High	-0.05	Very Poor
ST3 (20% cost increase)	2.87	High	0.90	Poor

These results demonstrate that the scheme is very likely to offer a strong value for money case with at worst a 'High' categorisation in each test for the 2040 Vision scenario, and for the high growth test using the NTEM scenario. The BCR is above 1 in the core scenario and near 1 in the increased cost scenario, which represents a 20% cost increase over and above the 20% optimism bias already included. The low growth scenario returns a 'Very Poor' VfM category; however this scenario is the most pessimistic combination of low active mode uplift and business as usual conditions which is considered highly unlikely. More reasonable would be for uplifts to at least match the core assessment (given the low base a 25% uplift is more than achievable), and the outturn scenario to be comfortably within the range set between the NTEM and 2040 Vision PEAT scenarios. As noted previously, these results also exclude any monetisation of the significant benefits that reduced severance will bring to the area.

Our confidence in this comes from local and regional policies being progressed by the Council and TfGM, and the impact of a wider network of active travel routes that are being delivered by the Active Bee Network, which will enable greater usage than could be predicted by a single scheme in isolation. In particular this scheme will integrate with the planned Tranche 5 scheme network, including measures along Beech Hill Lane. It should also be noted that the baseline data only captures the 0700-1900 period which again means the benefits are likely to be under represented to some extent.

When considered alongside the strong case for intervention set out in the strategic case, we believe the core appraisal and sensitivity test analysis provides sound evidence that this scheme should be funded.

a)

Options appraised:

1. Do nothing.
2. Limited improvements – new crossing on Spencer Road West, upgraded pedestrian facilities at Kenyon Road Junction and improved cycling and walking at Buckley Street, with added shuttle signals under the bridge and improved path way / route for cyclists and walkers via Mesnes Park from Pagefield College
3. Comprehensive improvements – all of the above listed under limited improvements plus additional cycling facilities at Kenyon Road. There would also be a cyclops junction at Gidlow Lane.

b)

Option 1: Do nothing

<p>Strengths</p> <ul style="list-style-type: none"> • Avoids disruption to existing traffic 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Congestion • Poor air quality • Potential for more traffic accidents, including pedestrian/vehicle accidents • Inactivity/poor health • Reputation - continued complaints from residents/members
<p>Opportunities</p> <ul style="list-style-type: none"> • None 	<p>Threats</p> <ul style="list-style-type: none"> • None

Option 2: Limited scheme

<p>Strengths</p> <ul style="list-style-type: none"> • On existing Highway • Benefits some residents - pedestrians (and cyclists in some places) • Partially addresses local safety concerns 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Short term traffic disruption • Limited number of beneficiaries • Loss of some on street parking
<p>Opportunities</p> <ul style="list-style-type: none"> • Improved safety for walkers and cyclists crossing major junctions • Less traffic/pedestrian accidents • Some air quality improvement • Some reduced congestion • Improved health 	<p>Threats</p> <ul style="list-style-type: none"> • programme working prior to and during election period (May 2023)

Option 3: Comprehensive scheme

<p>Strengths</p> <ul style="list-style-type: none"> • On existing Highway • Benefits residents and those from further afield - pedestrians and cyclists • Connects with other route improvements to maximise opportunities for cycling and walking • Fully addresses local safety concerns • Widens safe access to surrounding residential areas • Better access through the park • Comprehensive provision for cyclists through the Kenyon Road junction 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Significant traffic disruption during construction • Route via the college would be inaccessible during improvement works
<p>Opportunities</p> <ul style="list-style-type: none"> • Improved safety for walkers and cyclists crossing major junctions • Less traffic/pedestrian accidents • Significant air quality improvement • Significantly reduced congestion • Improved health outcomes 	<p>Threats</p> <ul style="list-style-type: none"> • Programme working prior to and during election period (May 2023) Programme length would be longer • Cost increase to deliver full scheme

The chosen option (2) was selected because the scheme users will benefit from several direct routes into the town centre. This option will also provide a direct link to other Tranche 5 works (Standish Western Link). The works are affordable within the programme budget and not too disruptive during construction phases.