An Integrated Transport Strategy for Greater Manchester

Context

When the Secretary of State for Transport clarified his statement on Metrolink Phase 3 in January he confirmed the Government's reinstatement of the £520m funding package subject to the development of a satisfactory plan for the corridors served by the proposed extensions. He also confirmed that this budget could be supplemented from local resources and/or by bidding for funding from the Transport Innovation Fund (TIF), which would be available if Greater Manchester comes forward with a bold, integrated package to tackle congestion and encourage modal shift in accordance with the requirements of the White Paper, The Future of Transport published in July 2004. Finally, he stated that the process for developing proposals for bids to the TIF could start straight away on the basis that support from the TIF would be available from 2008 onwards. As a result of this clarification urgent work was put in hand on the development of an updated integrated transport strategy (ITS) for Greater Manchester for submission to the DfT by the end of March.

In submitting the ITS, there are 3 objectives:

a) *Responding to the Prime Minister's and Transport Minister's (Tony McNulty MP) very robust statements of support for the full Metrolink Phase 3 expansion and the need, according to the Secretary of State's letter, to develop a route map for delivery of the 3 ½ lines over time.*

b) *Responding to the Secretary of State's requirement for an integrated plan that takes account of last July's Transport White Paper.*

c) *Using the ITS as the framework for the Local Transport Plan 2 (LTP2) submission and TIF bid for Greater Manchester and as the basis for engaging the DfT on the details of LTP2 and TIF, including strategy, implementation plans and funding, in the period leading up to the LTP2 submission in July.*

Contents Page

Annexes

Introduction

1. In publishing the White Paper, *The Future of Transport* in July 2004, the Government set out a clear analysis of the transport challenges the nation will face over the next thirty years and how Government intends to respond to them. In doing so Government has signalled to local authorities the need for them, as key delivery partners, to look again at the transport strategies being pursued at local level. In particular the White Paper puts considerable emphasis on the importance of "making existing resources work harder", involving -:

   - more effective trade-offs across different modes of transport, and across the parallel agendas of regeneration and housing.
   - giving incentives to local authorities to develop and deploy coherent, innovative, local and regional transport strategies which respond to the new agenda set out in the document.

2. The Greater Manchester authorities have a tradition of working effectively together and with Government to develop local solutions to our transport problems and of integrating local strategic approaches. The transport strategy which underpinned our first Local Transport Plan was commended by Government and we were awarded "Centre of Excellence" for integrated transport planning. The Local Transport Plan process has been helpful in enabling the ten local highway authorities and the PTA to work effectively together to develop agreed solutions across the conurbation. We recognise, however, that the White Paper sets out new challenges and opportunities which we are very keen to respond to. We have, therefore, taken the opportunity to undertake a thorough review of our transport strategy in the context of the policy direction established by the White Paper and of the powers contained in the 2000 Transport Act.

3. This document summarises the results of our work to date. It is presented to the Department as a significant contribution to the development of improved dialogue and engagement. In undertaking this work we have questioned whether the overall direction of our strategy is correct and have looked in detail at the problems and issues which we face across the sub-region and at how we can plan improved outcomes through best value procurement. We have paid particular attention to analysing and explaining how transport strategy and policy can underpin the achievement of our wider economic, social and environmental objectives and the transport shared priorities identified in the White Paper. We have chosen to undertake this analysis by dividing the sub-region into four geographical segments each containing a number of key transport corridors plus the Regional Centre. We have investigated the patterns of movement in each corridor and developed optimum transport solutions for meeting current and future demands. The work builds on work undertaken in producing a 2020 transport vision for the conurbation which has been produced in collaboration with a wide range of stakeholders.

4. The scale of change taking place in Greater Manchester is considerable as are the challenges we face. Our overriding objective set out in the Greater Manchester Strategy is to ensure the continued economic and social renaissance of the sub – region with increased levels of inward investment, increasing levels of employment and wealth generation and a higher standard of living for our people[1]. Transport has a vital role to play in giving effect to this vision and we believe that the delivery of the strategy which follows is fundamental to the achievement of our wider objectives.

5. The document begins with a description of the policy context at national, regional and sub regional levels. It then describes the connections between transport and competitiveness and the social and economic regeneration programmes of different arms of Government. This is followed by an analysis, at a segment level, of problems and issues and preferred solutions which identifies the way in which our transport plans complement the wider regeneration and competitiveness agenda being pursued across Greater Manchester. The document concludes with a proposed implementation plan suggesting a process of detailed engagement with Government and highlighting the various mechanisms we propose to use to ensure best value is obtained from available revenue and capital resources.

[1] Sharing the Vision, A Strategy for Greater Manchester – Association of Greater Manchester Authorities, June 2003

National, Regional and Sub-Regional Policy Context

6. We have taken the established national, regional and sub regional policy frameworks as the starting point for the preparation of this document. Transport strategy and policy ultimately exists to deliver wider objectives and these wider goals are the key drivers which underpin transport objectives.

The National Context

7. In adopting Public Service Agreement 2 (PSA2) Government has made the narrowing of the gap in economic performance between the English regions a key objective of national policy. Strengthening regional economies is seen, in turn, as vital to wider national economic competitiveness and to the long term sustainability of the country's economic revival by, in effect, adding more cylinders to the UK economic engine and relieving some of the cost pressures facing London and the south east. A wide body of literature now recognises that the health and vitality of regional economies is dependent to a large extent on the existence of thriving city regions at their heart. (Parkinson et al) There is therefore a vital connection between measures designed to increase the competitiveness of city regions and the achievement of agreed Government objectives.

8. These objectives find expression in the Northern Way initiative being led by the three northern Regional Development Agencies on behalf of ODPM. The initiative proposes a holistic approach to the regeneration of the north of England to increase economic competitiveness, reduce social exclusion, promote sustainable communities and enhance environmental quality. Integrated plans for the north's city regions are the key building blocks that underpin this initiative. The Northern Way Growth Strategy highlights the "polycentric" nature of the North of the country and studies show that the economic success of polycentric systems depends on good connectivity within and between city regions (Northern Way Growth Strategy, paragraph B8.7). Hence there will need to be high quality transport links from the Manchester City Region not only to the surrounding city regions, but also major city regions beyond such as London, Birmingham and Glasgow. Without such good connections, the benefits of proximity to those city regions will be seriously reduced. In a similar way to the functioning of the North of the country, the Manchester City Region itself is also polycentric in nature.

Regional Policy and the Sub-Regional Strategy

9. Within the North West itself the established policy set out in the existing Regional Spatial Strategy and reflected in the RDA's North West Economic Strategy is to concentrate future regeneration resources within the Mersey Belt in general and within the cores of the two conurbations in particular. In terms of the regional economy it is the Manchester city region that is the major engine for growth and has the greatest potential to contribute to lifting the long term growth performance of the North West and the North of England as a whole. The city region is the largest contributor to output outside London and the

south east and is currently responsible for almost half of the Gross Value Added in the North West and has seen very strong growth during the 1990s.

10. Work carried out for the core cities group and for others has emphasised the critical role that connectivity plays in the delivery of economic competitiveness. This work has also shown that successful cities are, in turn, vital to wider regional economic competitiveness. Greater Manchester needs to be well connected internationally, inter–regionally and also intra–regionally if it is to succeed economically and if our people are to be able to access the opportunities which exist both within the sub–region and further afield. The Manchester City Region Development Plan, being developed as part of the Northern Way initiative and due to be submitted on 27 May 2005 to the Deputy Prime Minister, sets out these issues in more detail.

11. In recognition of the unique opportunity which exists to capitalise on the advantages of the Manchester City Region and to assist it in continuing to drive forward the wider renaissance of the north a City Region Development Programme is being produced as a key input into the delivery of the Northern Way initiative. This identifies key growth sectors, highlights the key roles of Manchester's Regional Centre, Manchester Airport, the Knowledge Capital initiative with its associated target to generate 100,000 jobs in the sub region and critically as far as this document is concerned, the pivotal role of connectivity in realising fully the economic potential of the sub region.

12. Work undertaken so far identifies that the Manchester City Region will need to be able to compete successfully on the international stage and increase its international profile in order to secure a major improvement in economic performance and play a full role in reducing regional disparities and in supporting the prosperity of the UK as a whole. Successful city regions benefit from and create the demand for frequent air services to international business centres (Northern Way Growth Strategy, paragraph C6.1). Hence if the Manchester City Region is to be truly successful it will need to have the appropriate facilities for the international movement of people and freight. Supporting the passenger growth identified in the Government White Paper on the Future of Air Transport (from the current level of 19 million to 50 million in 2030) will, therefore, be of critical important for the competitiveness of the city region, and also for the North of the country more generally given that Manchester Airport is the largest airport in the UK outside London.

13. Internal connectivity is also critical to many of the key initiatives that we are delivering on behalf of Government. For example the HMR Pathfinder will only succeed if interventions are related to economic competiveness and if the renewal areas are well connected to areas of employment growth. These will not always be located immediately adjacent to areas of housing investment. Good links are therefore vital. Our segment based approach to transport planning has enabled us to ensure that we are making these connections appropriately. Similarly our approach to accessibility planning is involving us in working closely with health service and education providers to ensure that our transport plans are connecting people with the places they need to reach on a

daily basis. We have already established some accessibility planning pilot projects and are due to host a joint conference with our health service, education and employment partners to take our accessibility planning agenda forward in May.

14. Our economic agenda is matched by a strong focus on quality of life issues, improving productiviy, developing the skills of our labour force and on promoting greater levels of social inclusion. Our aim is to ensure that the growing levels of prosperity are widely shared and that the sub-region is able to offer a world class location in which to live, learn, work, invest and relax. Furthermore, we want to ensure that this growth is accompanied by improvements to the environment by ensuring that green field land take is minimised, air quality improved, traffic noise reduced and schemes are designed to a high quality.

15. In summary we want to see Greater Manchester at the forefront of developing a truly integrated policy approach to spatial planning, economic development and transport and we are committed to matching this with a determination to pursue best value procurement practices in all our activities.

16. The transport strategy that follows is therefore rooted in a clear national, regional and sub-regional policy context. In taking forward our segment approach we draw out how our plans for transport are clearly grounded in delivering the Government's priorities for the North West in particular and the Northern Way area in general in collaboration with key stakeholders including neighbouring local transport authorities/PTAs. Our objective is to ensure that Greater Manchester plays its full part in driving the continued economic revival of the North West and enables the region to make its full contribution to the national competitiveness agenda. Clearly, a "do nothing" option on transport would seriously undermine regeneration and competitiveness objectives at sub-regional and national levels.

Our Approach to Developing the Strategy

Key Drivers

17. As already indicated, the Greater Manchester authorities are keen to fully exploit the opportunities presented by the 2004 Transport White Paper and to rise to the challenge posed by the Secretary of State and the Prime Minister to develop a transport strategy that proposes bold and innovative solutions to the sub region's transport problems.

18. In developing the strategy we have firstly undertaken extensive analyses of problems, issues and travel patterns in different parts of the conurbation. To make this easier to deal with we have divided Greater Manchester into 4 segments plus the Regional Centre. These overlap to some extent and each contains within it a number of key corridors of movement. A summary of the key problems and issues in each segment is attached at **Annex 1** and shown graphically on Maps 1 to 6 in Annex 4. The analysis which underpins these assessments has taken into account the following key drivers-:

- The Knowledge Capital, forecast to generate 50,000 jobs in the Regional centre and a further 50,000 jobs throughout the conurbation
- The Airport with the number of jobs expected to double to 36,000 by 2015 in association with a growth in passenger numbers to 42 million
- New East Manchester where the population is planned to double, from 30,000 to 60,000, by 2015 and where the Central Park business park will bring 10,000 jobs
- Kingsway Business Park, forecast to create 8,000 jobs
- Further office and service sector growth in the Regional Centre
- The Housing Market Renewal areas in Manchester/ Salford and Oldham/Rochdale
- Regional Centre trip impacts are expected to be substantial as shown below:

The Scale of the Challenge

Analysis of the number of trips leaving the Regional Centre in the evening peak (16:30 to 18:30) shows;

2002

Mode	***Number***	***%***
Car	*35276*	*52*
Public transport	*32943*	*48*
Total	***68219***	***100***

Assuming a forecast 8% growth in Regional Centre employment over each 5 year period there will be ***an increase of 22561*** *trips to the Regional Centre over the period 2002 – 2020.*

If we assume that mode share remains at 50%, this would lead to an additional 8000 cars daily commuting each peak into and out of the Regional Centre. The consequences of additional congestion together with the demands for additional road space and car parking would be unacceptable.

If however, we assume that we can hold the number of car trips at 2002 levels (39%), it will be necessary to grow the number of public transport trips from the current 32943 to 55504, ***an increase of 2/3rds to 22561 trips***

2020

Mode	***Number***	***%***
Car	*35276*	*39*
Public transport	*55504*	*61*
Total	***90780***	***100***

Without significant investment in additional rolling stock to overcome existing peak hour overcrowding, the rail network will not be able to take its increased share of these additional trips.

The load will therefore, fall on buses or Metrolink. If Greater Manchester were to adopt a policy of seeking to accommodate this growth only on buses, it would require the number of bus-based trips to grow from the current 18157 to 38044, an increase of 109%.

Even with increased bus priority measures along all the major radials, the city centre could not cope with the huge pressures that such increases would bring in terms of bus movements, layovers and infrastructure requirements (at least 2 if not 3 additional bus stations)

It is clear that we will need an all modes strategy where all of the elements, bus, rail and Metrolink each play a significant role in catering for this increased demand.

Source: GMATS and local surveys

- Other developments throughout the county including the regeneration areas in Wigan and Bolton which will also have significant impacts, albeit more local. These include Economic Development Zones and town centre regeneration schemes.

19. Secondly, we have developed a vision for transport to 2020 in Greater Manchester which has been extensively consulted upon with a wide range of stakeholders which sets out transport's contribution to delivering the wider national, regional, sub-regional and local agendas. Copies of the Vision and the consultation report can be found on the Greater Manchester LTP website: www.gmltp.co.uk

Key Questions

20. We have asked some fundamental questions in developing our strategy. As well as using our Strategy Planning Model to test broad planning scenarios we have used demographic and economic data to test alternative scenarios in each corridor. The questions this analysis has helped us to answer include -:

- *What are the most effective transport solutions in each corridor taking account of projected regeneration activity and forecast demographic changes?*
- *How can we use the levers available to us to effectively manage travel demand and ensure that best value is obtained from past and future transport investment?*
- *How can we develop holistic travel planning packages designed to influence travel behaviour?*
- *What role do highway improvements have to play as part of our future strategy?*

Outline conclusions

21. In developing an integrated transport strategy for the next 15 years, we have considered three alternative scenarios for future investment and the extent to which these would help to deliver both Greater Manchester's aspirations in terms of regeneration and economic growth and progress in relation to the 'shared priorities' of congestion, accessibility, air quality and safety. We have tested these broad scenarios using our Strategy Planning Model which was developed jointly between AGMA/GMPTA and Government. The outputs of the model have then been supplemented by further detailed work on individual corridors. In broad terms, the conclusions are:

- Minimal investment in new transport infrastructure would mean that increased economic activity would lead to increases in congestion, pollution and accidents. This would make centres, in particular, less attractive places in which to invest and would constrain future growth. A number of key regeneration initiatives which have been implemented with the full support

of Government would be compromised and the redevelopment of brownfield sites would take longer to achieve without the provision of new infrastructure. Accessibility for people without a car would not improve.

- Concentrating investment on highway schemes would increase car use, with attendant consequences for air quality, safety and, in the medium term, congestion. Such a strategy would not be sustainable economically or environmentally and would be likely to lead to further dispersal of economic activity and population, in direct opposition to the objectives of Government and local planning objectives. Accessibility for those without a car would decrease

- Focussing investment on a public transport led approach, coupled with proactive network and demand management, would underpin the increased levels of activity which need to be delivered if the city region is to play its full role in contributing to a narrowing of economic disparities between different regions and in particular between the north and the south east. It would also underpin the regeneration of those areas seen as priorities by both local and national government (including town centres, which are easily served by public transport) whilst minimising increasing congestion, pollution and accidents. Accessibility for those without access to a car would be improved. A public transport led approach will also contribute to improved air quality by managing the growth in car travel to centres.

22. The conclusion, therefore, is that a continuation of the existing public transport led strategy aimed at achieving a mode shift away from the car and onto more sustainable modes remains the best way to meet both local and national objectives. In particular:

- For the large number of shorter trips of less than 2 kilometres the emphasis will be on promoting measures to increase the attractiveness of walking and cycling.
- For longer trips, the appropriate public transport solution has been identified for each segment and corridor with heavy rail, light rail and bus all having an important role.
- We aim to ensure that people who do not have access to a car are still able to get to the facilities they need to reach on a day-to-day basis. In areas of lower demand for public transport we will continue to develop our network of demand responsive services.
- Land use planning policy forms a key element of our strategy. By seeking to prevent the further dispersal of activities giving rise to significant numbers of trips, we aim to reduce, over time, the proportion of trips for which public transport is not able to provide an attractive alternative.
- The continuation of proactive network and demand management solutions designed to ensure maximum value is obtained from existing and proposed public transport investments.
- There are also some limited circumstances where new road construction is required to relieve congestion and improve environmental quality in town centres or to support regeneration.

As far as light rail is concerned, an expanded Metrolink network remains an essential component for the areas of the conurbation that it serves today and is planned to serve in the future. In particular our analysis has confirmed the key role that all three proposed lines have in underpinning wider regeneration strategies. Only a fixed track mass transit solution has the capacity and the ability to deliver the level of modal shift and other benefits necessary to underpin the growth of the sub region's economy as a whole and the initiatives proposed in each of the affected corridors. Moreover, we believe these conclusions are borne out by the recent Transport Select Committee Report which states: "The great advantage of light rail is that it can increase the number of people coming into a centre without increasing congestion"

23. Crucially, our experience to date demonstrates that our broad strategic approach is working. While we have seen some of the most dramatic increases in GVA and employment levels in the country this has been achieved without a significant worsening of our congestion conditions. Indeed the growth in activity in the Regional Centre itself has taken place against a backdrop of an increasing proportion of trips to the Regional Centre in the morning peak being made by public transport and other non car modes. While there has been traffic growth during recent years, particularly on the motorway network, our public transport led approach has enabled us, in conjunction with partners from the Highways Agency and GMP to manage the network effectively.

24. Our approach will support regeneration and economic activity as well as reducing congestion and pollution, improving safety and supporting a network of services to improve accessibility. Investment in public transport on its own will not however lock in the benefits that we wish to see. Such investment needs to be complemented by a progressive approach to network and demand management and holistic packages of initiatives designed to achieve behavioural change. Our proposals in this respect are described in greater detail in the key components section below and in the delivery section of the document.

25. We are continuing to validate our work through further use of the Strategic Planning Model employing more current data as it becomes available. This will be used for further testing and refining of the strategy and will be reported in the Provisional LTP2 submission. Our commitment is to develop and deliver a robust, evidence-based strategy founded on the principles of value for money and contributing to the DfT's shared priorities of tackling congestion, delivering accessibility, safer roads, better air quality and other quality of life, which addresses the 3 central themes of the White Paper - sustained investment over the long term, improvements in transport management and planning ahead.

26. Greater Manchester obviously has some complex transport issues and problems. Taking a long-term view is critical and we would very much like to work with the DfT, through the opportunities presented by LTP2 and the Transport Innovation Fund, to develop and deliver some bold and innovative initiatives and schemes. Our proposed solutions will include the bold and innovative measures as provided for in the White Paper.

Key Components of the Strategy

27. Our strategy has a number of key elements which work together to deliver our overall vision. Some involve capital investment in new infrastructure but we recognise that we are not able to provide infinite capacity. Therefore network management measures and investment to make the best use of what we have are also vital ingredients. All modes of transport have a place in our future strategy. We recognise that, at present, there is scope for greater integration between modes and that some capacity is at present seriously under – utilised. One key component of our proposed joint work with Government is to work through our preferred solutions and develop our segment and corridor plans in partnership and through this process develop a greater degree of shared understanding of the problems that we face and of the appropriate solutions. Plans indicating our proposed solutions are attached as Maps 7 to 12 in Annex 4.

Interventions By Segment

North West

28. This segment contains within it the Boroughs of Wigan and Bolton and parts of Bury including their important town centres. It also contains other centres such as Leigh and Eccles. These centres fulfil important employment, retail, leisure and cultural functions, as well as being a major element of local identity. They also interrelate with the Regional Centre, for example in terms of its labour supply and access to outdoor recreation facilities and are reliant on the Regional Centre, for example in terms of major employment opportunities, facilities and international profile.

29. The level of GVA per head is lower than that in the south of the conurbation. Without any intervention, the gap would appear likely to grow, as the Regional Centre and southern parts of the city region remain generally more attractive to potential investors and residents. Such sub-regional disparities could compromise the city region's economic performance in the long-term, as land and infrastructure become underutilised in the less productive (generally northern) areas, and development pressures cause overheating in the more productive (generally southern) areas, mirroring the problems in the UK as a whole.

30. The heavy rail system currently provides a critical linkage with the Regional Centre and accommodates high-flow commuting movements. However, the Bolton to Manchester corridor suffers from significant peak period overcrowding of trains compounded by the fact that the network through the Manchester Hub Stations, particularly the Deansgate-Oxford Road-Piccadilly corridor, suffers from a lack of infrastructure capacity. The Wigan-Atherton-Manchester corridor also suffers from peak period overcrowding as well as poor quality of infrastructure and rolling stock. Generally facilities at stations tend to be very limited, and both Wigan and Bolton Stations suffer from

inadequate integration between modes. Leigh is not connected to the rail network and has relatively poor connectivity with the Regional Centre.

31. Traffic congestion appears to be a major issue only at peak times primarily on the motorway network and to a lesser extent on the approaches to it, in the town centres and on major through roads (especially the A580). Car ownership in the segment is continuing to increase whilst bus patronage continues to decline. Public transport accessibility varies across the segment as does bus service reliability.

32. To address these issues the strategy specifically proposes:

- Improved public transport interchange facilities and rail station facilities at Wigan and Bolton
- Investigation of additional park and ride facilities.
- Investigation of the need for Bus Quality Contracts.
- Development of additional Quality Bus Corridors (including JETTS) and related corridor enhancement in discussion with key operators (e.g route 8)
- Leigh–Salford–Manchester QBC to improve access to the Regional Centre
- Investigation of the potential for additional segregated busways to improve local accessibility and access to the Regional Centre
- Investigation of alternatives for the Wigan-Atherton-Manchester rail service including improvements to heavy rail, Metrolink or tram-train services to improve quality, reliability and access to inter-city rail services
- Investigation of the potential for tram-train for the Bolton to Manchester corridor
- Metrolink Phase 1 infrastructure renewals and additional rolling stock to Bury
- Additional heavy rail rolling stock, with priority for the Bolton to Manchester corridor
- Highway development schemes (Wigan Inner Relief Route, Westwood Link and A5225 Wigan Gateway) to deliver regeneration and town centre renewal objectives
- The development of strategies for managing road space including car sharing

South West

33. This segment contains within it the Borough of Trafford including its key centre Altrincham along with parts of Salford and Manchester. Altrincham, together with other local centres fulfil important employment, retail, leisure and cultural functions, as well as being a major element of local identity. They also interrelate with the Regional Centre, for example in terms of its labour supply and access to outdoor recreation facilities, and are reliant on the Regional Centre, for example in terms of major employment opportunities, facilities and international profile. The segment also contains key destinations such as Manchester Airport, Trafford Park and the Trafford Centre.

34. As discussed in paragraph 12 the growth at Manchester Airport identified in The Future of Air Transport White Paper is of critical importance to the economy of the City Region. Improvements in surface access will therefore be essential to facilitate this growth. To facilitate this growth yet mitigate local environmental impacts we have set a target of 40% of surface access trips to be by modes other than the private car.

35. The Metrolink system currently connects Altrincham with key retail and sports stadia in Trafford and provides high-capacity and frequent services to Manchester City Centre. The system suffers peak period overcrowding and ageing infrastructure which is in need of structural maintenance.

36. Traffic congestion appears to be a major issue only at peak times on the motorway network and to a lesser extent on the approaches to it, in the town centres and on major through roads (especially the A56, A57 and A5103). Car ownership in the segment is continuing to increase however bus patronage has also increased by 5% since 1997. Public transport accessibility varies across the segment with poor access to the industrial estates of Trafford Park and Carrington.

37. To address these issues the strategy specifically proposes:

- Metrolink
  - Improvements to the Metrolink **phase 1 and 2 system** which have long been regarded as an essential element of our strategy. We have submitted proposals to Government in this respect and await a detailed response.

  - The Metrolink extension to **South Manchester and Manchester Airport** is key to opening up employment opportunities at the airport to a wider catchment area. It is also a fundamental part of the regeneration strategy for the Wythenshawe area and the Civic Centre, and will also provide a much needed high quality link to areas of south Manchester with relatively high levels of car use. It will play a key role in the delivery of the Northern Way growth strategy. The work we have undertaken is demonstrating options for future analysis for improving affordability.

  - Our **future plans** include the extension of the system to Trafford Park and the Trafford Centre, subject to the scheme being entirely funded by the private sector.

- Improved public transport interchange facilities and rail station facilities
- Investigation for the need for Bus Quality Contracts
- Quality Bus Corridors and segregated busways to improve local accessibility
- Investigation of optimum solutions for the segment's rail network including Metrolink and tram-train services as identified on map 9 to improve quality, reliability and access to inter-city rail services

- Additional heavy rail rolling stock in the short-term
- Metrolink Phase 1 infrastructure renewals and additional rolling stock
- Highway development schemes to assist access to regeneration areas including movement across Ship Canal (Carrington-Irlam/Cadishead Link) and the M62 – A57 Barton Moss Link Road to produce improved access to the proposed Barton Regional Investment site.

North East

38. This segment contains within it the Boroughs of Oldham and Rochdale and parts of Bury, Tameside and Manchester including their important centres. It also contains other centres such as Middleton. The centres fulfil important employment, retail, leisure and cultural functions, as well as being a major element of local identity. They also interrelate with the Regional Centre, for example in terms of its labour supply and access to outdoor recreation facilities, and are reliant on the Regional Centre, for example in terms of major employment opportunities, facilities and international profile.

39. The level of GVA per head is not as high as that in the south of the conurbation. Without any intervention, the gap would appear likely to increase further, as the Regional Centre and southern parts of the city region remain generally more attractive to potential investors and residents. Such sub-regional disparities could compromise the city region's economic performance in the long-term, as land and infrastructure become underutilised in the less productive (generally northern) areas, and development pressures cause overheating in the more productive (generally southern) areas, mirroring the problems in the UK as a whole.

40. The major new sources of employment opportunities for the segment are likely to come from Manchester city centre and the adjacent areas of Salford Quays and Trafford Park, Sportcity and the three regionally significant development opportunities being promoted by the NWDA at the Manchester Central Business Park in Monsall, at Kingsway in Rochdale and at Ashton Moss at Tameside. All of these will be easily accessible through the proposed extension to the Metrolink network. The housing market renewal initiative in Oldham and Rochdale is designed to improve the sustainability of neighbourhoods and Metrolink will connect communities to employment opportunities. There is furthermore a significant employment opportunity adjacent to the proposed Metrolink routes at Hollinwood linked to a proposed park and ride proposal.

41. The heavy rail system currently provides a critical linkage with the Regional Centre for Rochdale, Oldham, Ashton-Under-Lyne and Hyde and accommodates commuting movements. However, the service from Rochdale via Oldham in particular suffers from poor quality of infrastructure and rolling stock. Generally facilities at stations tend to be very limited, and stations at Rochdale, Oldham and Ashton-under-Lyne suffer from lack of integration with other modes. Metrolink currently provides connectivity between Bury and the Regional Centre, and is particularly important for commuting.

42. Car ownership in the segment is continuing to increase whilst bus patronage continues to decline. Public transport accessibility varies across the segment and bus service reliability is a particular problem in this segment.

43. To address these issues the strategy specifically proposes:

- Metrolink

  - The **Oldham - Rochdale Metrolink Extension** is a key component of the land use and regeneration strategies in the centre, and north east of the conurbation. The alignment is of fundamental importance in achieving the regeneration at Central Park, one of the NWDA's key investment sites in the region. The extension of Metrolink to Oldham and Rochdale will bring vital improvements to the connectivity of the respective town centres and will be a catalyst for the future development of Kingsway Business Park bringing new employment opportunities within the reach of many of the less advantaged communities in the segment of the conurbation.

  - **The East Manchester and Ashton Metrolink Extension** will play a key role in consolidating the major regeneration successes that have been witnessed in the wider East Manchester area. Linking as it does the Sportcity complex with new residential communities and with the regionally significant Ashton Moss employment regeneration area and Ashton Town Centre.

- Other key measures include:

  - Metrolink Phase 1 infrastructure renewals and additional rolling stock
  - Investigation of optimum solutions for the segment's rail network including Metrolink and Tram-train services as identified on map 10 to improve quality, reliability and access to inter-city rail services
  - Improved public transport interchange facilities and rail station facilities at Rochdale and Ashton-under-Lyne
  - Investigation of the need for Bus Quality Contracts to maximise utilisation of the investment in Metrolink investment and address poor service reliability
  - Additional Quality Bus Corridors (including JETTS) and segregated busways to improve local accessibility on non–Metrolink corridors
  - Highway development schemes (Ashton Northern Bypass Stage 2 and the Glossop Spur)
  - Package of travel change initiatives to add value to improved public transport investment

South East

44. This segment contains within it the Borough of Stockport including its town centre and parts of Tameside and Manchester. Stockport together with local

centres such as Marple and Hyde fulfil important employment, retail, leisure and cultural functions, as well as being a major element of local identity. They also interrelate with the Regional Centre, for example in terms of its labour supply and access to outdoor recreation facilities, and are reliant on the Regional Centre, for example in terms of major employment opportunities, facilities and international profile. The segment also has important linkages with Manchester Airport.

45. The heavy rail system currently provides a critical linkage to the Regional Centre and is important for commuting. Services suffer peak period overcrowding and there is a need for an improved interchange with buses at Stockport. This is compounded by the fact that the network through the Manchester Hub Stations, particularly the Deansgate-Oxford Road-Piccadilly corridor, also suffers from a lack of infrastructure capacity. Generally facilities at stations other than Stockport tend to be very limited. Poor public transport access to the airport means a high car dependency for those trips.

46. Traffic congestion appears to be a major issue only at peak times on the motorway network and to a lesser extent on the approaches to it, in the town centres and on major through roads (especially the A6 and A626). Car ownership in the segment is continuing to increase, however bus patronage has also increased by 3% since 1997.

47. To address these issues the strategy specifically proposes:

- The Metrolink extension to **South Manchester/East Didsbury, Wythenshawe and Manchester Airport with expansion to Stockport** is key to opening up employment opportunities at the airport to a wider catchment area. It is also a fundamental part of the regeneration agenda for the Wythenshawe area and will provide a much needed high quality link to areas of south Manchester with relatively high levels of car use. It will play a key role in the delivery of the Northern Way growth strategy.
- Our future plans include working to deliver the SEMMM strategy which proposes further extension of the Metrolink network to Marple.
- Improved public transport interchange facilities at Stockport and general improvements to rail station facilities elsewhere
- Investigation into the need for Bus Quality Contracts particularly with respect to linkage to Metrolink
- Additional Quality Bus Corridors (including SEMMMS) and investigation of segregated busways to improve local accessibility
- Investigation of optimum solutions for the segment's rail network, including Metrolink and Tram-train services as indicated on map 11 to improve quality, reliability and access to inter-city rail services
- Investigation into provision of additional park & ride facilities
- Additional platform at Manchester Airport rail station
- Highway development schemes (including SEMMMS Stockport North-South Bypass, Hazel Grove and Poynton Bypasses, and extension of A555 from Handforth to Manchester Airport)

Regional Centre

48. The Regional Centre is the main focus for regionally, nationally and internationally important development. It has experienced unprecedented growth in recent years and now provides a location for 6,000 businesses and employment for 120,000 people together with one of the largest concentrations of higher education activity, a strong and expanding retail sector and a significantly increasing residential population. It provides the international profile, strong image, and identity for the city region, which is essential to its competitiveness. It also offers the scale of activity that is essential for some businesses and economic sectors, and it provides the region's largest and most attractive shopping destination (Experian 2004 Retail Rankings) as well as a concentration of major tourism, sporting and cultural facilities.

49. However, the strength of the surrounding towns provide more local opportunities and facilities, and ensures that the Regional Centre does not suffer from overheating as a result of any potential over-concentration of development within it. The Regional Centre is reliant on the rest of the city region, for example in terms of its labour supply and access to outdoor recreation facilities, in the same way that those other parts of the city region are reliant on the Regional Centre, for example in terms of major employment opportunities, facilities and international profile.

50. Both the heavy rail and Metrolink systems currently provide a pivotal role for the Regional Centre by linking it with key towns and accommodating high-flow commuting movements sustainably. However, the railway system suffers from peak period overcrowding of trains compounded by the fact that the network through the Manchester Hub Stations, particularly the Deansgate-Oxford Road-Piccadilly corridor, suffers from a lack of infrastructure capacity. The Metrolink system also suffers peak period overcrowding, compounded by a 45% increase in patronage since 2000, whilst starting to suffer from ageing infrastructure which is in need of structural maintenance. Generally facilities at stations tend to be very limited, with the exception of Piccadilly Station which has recently completed a multi-million pound refurbishment. Victoria Station particularly suffers from poor facilities and has structural problems with the roof, yet remains a very important station given its proximity to an area of the Regional Centre which has recently undergone significant regeneration.

51. Currently, 65% (43,000) of trips in the evening peak (16.30 to 18.30) leaving the Regional Centre have destinations outside the M60 ring, reinforcing the need for good connectivity by sustainable modes. A further 50,000 jobs within the centre are projected as part of the Knowledge Capital Initiative, which is forecast to significantly increase the demand for travel along the Oxford Road Corridor. In addition to Knowledge Capital, a number of major developments are already having and will continue to have a direct impact in spatial and economic terms on Oxford Road: these include the merger of UMIST and the University of Manchester, the growth and consolidation of the MMU estates, the BBC's plans to create the UK's second biggest network broadcasting and

production centre in Manchester, a major PFI-funded development on the hospitals site, the development of world-class swimming and leisure facilities at the Manchester Aquatics Centre. As a transport corridor, Oxford Road is already facing some of its most difficult challenges given the anticipated increase in people movements generated by these developments.

52. Traffic congestion appears to be a major issue only at peak times primarily on the motorway network and to a lesser extent on the approaches to it and on a number of approaches to the Regional Centre, including the Oxford Road corridor.

53. With the delivery of the Metrolink Phase 1 and 2 infrastructure renewals and rolling stock enhancements together with the Phase 3 extensions, the Regional Centre becomes the hub of a network of a high capacity, high quality mass public transport system enabling movements throughout the county. The Regional Centre is then truly an enabler of movements to/from the centre itself but also a facilitator of movements across the Regional Centre to other parts of the county. Combined with the proposals below the public transport focussed on the Regional Centre will enable ambitious mode share targets to be met as well as improvements in air quality and congestion reduction on specific corridors to be achieved. The strategy specifically proposes:

- Increasing heavy rail capacity, details to be informed by the Route Utilisation Strategy
- Refurbishment of Metrolink track and provision of extra rolling stock
- Provision of additional station facilities
- Improved bus passenger facilities in the City Centre
- Development of an effective bus routing strategy
- Improved public transport information
- Development of a strategy to address Oxford Road corridor movement demands
- Continuation of proactive traffic management measures within the Regional Centre area including the development of QBCs on radial routes.

County-Wide Interventions

54. In addition to the segment-based interventions our strategy proposes a number of initiatives which will be county wide in nature. These are described below:

Public Transport Improvements

55. We aim to continue to invest and to work with transport operators to improve the quality of all public transport alternatives so that buses, trains and trams become more attractive options for more people for more of the trips they make each day, and have the capacity to accommodate the anticipated increase in trips associated with projected levels of economic growth. The strategy, therefore, comprises the following key components:

- Comprehensive network development

- Improving service delivery and performance
- Integration to allow seamless journeys
- High quality and accurate information
- Making journeys safe and secure
- Improvement to the physical accessibility of infrastructure and vehicles

56. As part of our approach to the improvement of the quality and reliability of passenger services we are already starting to work with key stakeholders including the major bus operators in Greater Manchester to see how services can be improved significantly on a corridor by corridor basis. They share our view about the vital role for Metrolink along the Phase 3 corridors and are keen to work with us in developing a robust public transport network in which bus services complement Metrolink in those corridors. A range of options will be looked at including the role that Quality Contracts might play both in these and other corridors. However, there are significant practical problems in delivering Quality Contracts and Greater Manchester will need to be satisfied that this is the most effective way of delivering our LTP and bus strategy objectives.

57. Following the publication of recent guidance and mindful of the potential opportunities presented by quality contracts GMPTE have established a Quality Contracts Steering Group. At present a draft statement of case is being prepared and a draft work programme is emerging with a view to Greater Manchester being in a position to state its intentions in line with the LTP and Bus Strategy submission.

58. A key element of our strategy is the development of a network of non-conventional public transport including demand-responsive transport, local-link, Ring + Ride and shared taxis that can link areas currently poorly served by the mainstream public transport network or with specific facilities such as shops, hospitals, health centres etc. In particular, we have made great strides in working with housing and social services, Primary Care Trusts, the ambulance service and community transport organisations to develop an integrated social needs transport plan that will allow people to call a single number to access their transport needs.

Managing Demand for Car Travel – Smarter Choices

59. Given that traffic levels in Greater Manchester are projected to increase over the period of the integrated transport strategy, as regeneration initiatives come to fruition and as the economy continues to grow, the Greater Manchester authorities will work to manage the growth in demand for travel by adopting an integrated approach to this issue. We are undertaking a study to identify the extent of congestion in Greater Manchester and the times/locations where it occurs and to look forward to assess what its impact on the city region's economy is likely to be in the future. The outcomes of the study will be used to review our existing approach and inform the development of other alternative approaches, for example the need for fiscal measures such as workplace parking charges or a review of existing on and off-street parking charges. We are willing to explore these approaches with Government and would be keen to

adopt them provided that we can satisfy ourselves objectively that the fragility of the economic renaissance of the sub-region will not be undermined. This will mean demonstrating the net benefits to local businesses operating in a competitive environment. In the interim we will continue an approach based on re-allocating road space away from cars (to bus priority, cycle lanes and pedestrian areas) including High Occupancy Vehicle lanes, implementing parking policies that locate long-stay (commuter) parking on the edge of centres, decriminalised parking enforcement, investment in infrastructure for sustainable modes, land-use planning and travel planning.

60. Our current understanding is that traffic congestion is a major issue across the City Region only at peak times on the motorway network and to a lesser extent on the approaches to it. The latest projections by the Highways Agency suggest however that even a central growth scenario could see traffic flows exceeding the capacity on a large proportion of the city region's motorway network by the year 2020 (including most or all of the M60, M62, M6, M56, M602 and M66).

61. A further element of our demand management approach is a targeted programme of engagement with businesses, schools and other major activities along those corridors where there are current or proposed, attractive public transport alternatives. The aim will be to continue this programme to utilise our travel planning advisors to assist in the process of developing travel plans and other travel change initiatives designed to ensure maximum use of non – car modes and these plans will be a crucial input into the transport strategy for each corridor This will ensure better value for past and present day public investment. We have consulted with the local directors of public health who have provided advice on the development of our strategy. Much of the detail of this will inform our detailed segment and corridor plans which we will set out in LTP2. We recognise the close relationships between transport policy and health issues and our strategy has an aim of helping to raise activity levels and improve local air quality.

Making the Best Use of What We Have

62. Greater Manchester is fortunate in having a legacy of a relatively well developed transport network. It is essential that we get maximum value from this past investment and maintain it well. Traffic management measures and the use of technology to further develop Urban Traffic Management systems are key to maintaining the integrity of the network and obtaining greater efficiency from it. Other measures such as increased use of travel planning, use of decriminalised parking enforcement, innovative measures to manage the demand for car travel, and improved ticketing and marketing of public transport all have a role to play in maximising the efficiency of the transport networks. Under the terms of the Traffic Management Act, Greater Manchester authorities are working together to identify a strategic highway network and the strategy for its efficient management. In order to ensure past investment continues to benefit the public, through being well maintained, we will adopt a county-wide asset management approach to maintenance. We will

also seek to work closely with the Highways Agency to co-ordinate management, maintenance and improvement of the local and strategic highway networks. Building on our various network management strategies across Greater Manchester, over a year ago we established a Board and a Steering Group to drive forward our approach to Intelligent Transport Systems. We have held several workshops, a conference and are currently delivering a series of pilot projects. Our ongoing approach to Intelligent Transport Systems will be submitted as part of LTP2. A detailed maintenance strategy is being developed and will also be submitted with LTP2.

Road Safety and Personal Safety and Security

63. Too many people are killed or injured on Greater Manchester's roads each year. Working jointly with Greater Manchester Police and other agencies we have established effective partnerships across Greater Manchester to reduce the numbers of people killed or injured in road accidents. The Casualty Reduction Partnership (responsible for speed cameras), the Neighbourhood Road Safety Initiative and local safety schemes are having a positive impact. We will continue these initiatives alongside road safety education, particularly in schools. Our current target is to reduce the number of road traffic collisions resulting in death or serious injury by 50% by 2010 compared to the 1994 to 1998 average.

64. We will also continue to implement our crime and disorder strategies which emphasise the importance of a collaborative approach between district councils, GMPTA/E and Greater Manchester Police being taken to address issues of personal safety and security on the public transport network.

Major Highway Schemes

65. Whilst a strategy of catering for the demands of more and more road traffic would not be appropriate for Greater Manchester there remain parts of the existing road network which need to be improved. Some local centres and residential areas suffer from unacceptably high levels of through traffic whilst other areas such as regeneration initiatives will need good highway access to ensure economic viability. Therefore in some, strictly limited situations, we propose supporting new road construction to tackle these problems where this investment forms part of a holistic approach to addressing the transport problems of the area concerned.

Moving Freight

66. The Greater Manchester Freight Study, commissioned by AGMA, identified many issues which need to be addressed in order to achieve more efficient and less environmentally damaging means of distribution, A Freight Quality Partnership has been set up to develop a strategy which is nearing completion. A range of measures are being considered, and it is intended to incorporate the final strategy into LTP2.

Sustainable Development and Air Quality

67. Sustainable development is not just about the environment. It is about balancing economic, social and environmental objectives to ensure a better quality of life for everyone, now and for generations to come. In Greater Manchester sustainable development is a clear strategic priority so that transport can contribute to a cleaner local environment, improved air quality and towards national objectives to tackle climate change by making public transport a more attractive alternative to the car.

68. In relation to air quality we are continuing to further develop our work as set out in our Air Quality Action Plan. Our public transport led approach seeks to provide more attractive choices for existing car users. This combined with our approach to network management and to walking and cycling will enable sustainable economic growth while mitigating congestion and pollution.

69. We are working with freight and public transport operators who are modernising their vehicle fleets to reduce emissions. GMPTA has also been funding measures aimed at reducing emissions from existing public transport vehicles. The district councils have been active in targeting those vehicles which contribute a disproportionate amount of pollution utilising mobile air quality testing equipment. We aim to continue and further develop those approaches.

70. Examples of our achievement include:

- A hybrid bus – the first of its kind in Britain - has been put into service on the free Manchester City Centre Metroshuttle service
- 8% of the bus fleet has been fitted with particulate traps to reduce pollution
- A major conference was hosted in Manchester on air quality
- Education initiatives including the award winning 'Ding Ding' website that demonstrates the environmental consequences of travel

71. Sustainable development is a critical element of our emerging LTP2 and we are well advanced with the production of our Strategic Environmental Assessment as part of the LTP process.

Outputs

72. Ultimately, as described earlier, our transport strategy is designed to facilitate the delivery of a more competitive, inclusive and sustainable future for Greater Manchester. In particular our analysis has confirmed the key role that all three proposed Metrolink lines have in underpinning wider regeneration strategies and in delivering our modal shift objectives. Independent forecasts carried out by both CEBR and DTZ have demonstrated the powerful catalytic effect of investment in high quality public transport on the local economy. Both detailed analyses have pointed to the major economic benefit arising from the proposed Metrolink network and have confirmed that the scale of benefit would be

substantially reduced if a strategy based on modes other than light rail were to be introduced in the corridors concerned.

73. The measures we are proposing will also have a major benefit in opening up new employment opportunities to people living in areas of the conurbation suffering from economic deprivation and, through the delivery of a high class public transport network, ensure that the growth in the number of car journeys is reduced, air quality and road safety is improved and our regeneration strategy is underpinned.

How do we deliver?

Overview

74. The above analysis demonstrates that Greater Manchester faces complex transport challenges and that effective long term planning and a genuine partnership with Government will be essential to tackling them. Greater Manchester therefore wishes to work with Government to agree a programme for the delivery of the ITS over the next 15 years. The overriding need is to develop the strategy into a realistic delivery plan that utilises:

- Cost efficient solutions that together with best value procurement and supporting measures maximise the impact on outcomes delivered from the available funding
- Innovative approaches, drawing on new powers, that will allow Greater Manchester to pursue a genuinely cross-modal approach to local transport planning, procurement, pricing and delivery
- Complementary planning, demand management and behavioural change strategies that recognise the role of investment and incremental funding as catalysts for reform
- Incremental Government funding through the Transport Innovation Fund reflecting Manchester's contribution to the shared priorities agenda
- Best value finance, for example drawing on new prudential borrowing powers and medium term funding certainty as provided for TfL as part of last years transport funding settlement
- Local contributions targeting benefits delivered through incremental investment, where this is equitable, compatible with local economic objectives and represents a genuine value proposition for local businesses
- Effective stakeholder management and consultation

75. It is recognised that we cannot deliver everything as quickly as we would like and that Greater Manchester will need to prioritise, particularly in relation to major schemes. However, we believe that there is very real scope for bold and innovative approaches which will speed up delivery of Greater Manchester's objectives, improve regional, local and national outcomes and advance best practice in terms of the delivery of integrated transport solutions and thereby significantly advance Government's wider transport policy objectives. Transport Innovation Funding will be critical to this alignment of local and national objectives. Indeed we believe that this goes to the heart of what the TIF has been created to deliver.

Joint Working

76. We believe our joint aim should be for Greater Manchester and Government to work together to agree:

(i) a set of high level principles governing our joint working;

(ii) a joint vision for delivery of the ITS over a 15 year period; and

(iii) a robust fully costed and funded plan for the first 5 years.

The focus for the first 5 year plan will need to be the LTP2 process, provisional submissions for which are required in July.

77. We would envisage the 5 year package including:

- Cost efficient Metrolink plans along the 3 Phase 3 designated corridors, together with a renewals and additional capacity package for the existing system
- Leigh Guided Busway together with the development of thinking on new and innovative intermediate modes of public transport such as tram-train and segregated busways on other appropriate corridors
- Detailed segment and corridor plans to be developed in partnership with key stakeholders including major bus operators to meet our LTP2 and Bus Strategy objectives and optimise integration between bus, rail and Metrolink
- Optimising the role of rail (including the need for additional rolling stock), where we will be seeking to better align available funding with local and regional priorities
- Targeted highway improvement to support regeneration and town centre renewal objectives
- Proactive network and demand management measures designed to bring about modal shift such as further measures to re-allocate road space, management of parking provision and pricing, strategic park and ride, travel planning and other "soft" measures, network management through an intelligent transport system
- A package of countywide integrating elements including better ticketing, smarter travel choices, strategic park and ride, interchanges and intelligent transport systems, measures to promote walking and cycling and a package of road safety measures
- Proposals for transport infrastructure investment which offer value for money and underpin our sustainable development strategies as well as making best use of Greater Manchester's existing transport network.

78. The plan would be underpinned by an "open book" approach to costs across the piece with particular emphasis on demonstrating the efficiency of the Metrolink plans and new approach to best value procurement and planning. This would underpin a new best value approach to procurement.

79. Finance will need to be part of the plan. Here, as with the related issue of procurement, Greater Manchester is committed to securing best value. In terms of financing, we currently believe this could involve a significant role for prudential borrowing and we will be keen to draw on recent TfL experience, particularly in terms of the scope for combining prudential borrowing with medium term funding certainty. The funding for the plan would draw on

several sources:

i) The £520m agreed baseline funding for the 3 new Metrolink corridors and renewal and upgrading of the existing system.

ii) LTP funding as part of LTP2.

iii) PFI credits.

iv) Potential gains from the more effective allocation of bus or rail subsidy as part of a shift to different contractual arrangements.

v) Funding from the TIF, including potentially some seed corn TIF funding should this become available to help fund the development and refinement of the plan.

vi) In the context of an agreed approach to long-term TIF funding, potential incremental funding from new parking strategies focused on both work place and non-workplace capacity.

vii) Potential contributions from local business interests benefiting from future and past investment. Again this would need to be in the context of an agreed approach to TIF funding and would need to be integrated with the review of local government finance.

Next Steps

80. A significant programme of new and joint work will be required to deliver the proposed approach. We believe we should start on this programme immediately.

81. As a first step, we would propose to agree a joint work programme with the Department and agree high level principles governing how we work together (eg a joint official level steering group involving appropriate Greater Manchester and central Government representation) and the basis on which we expect to translate our joint work on planning into agreements on funding, procurement and finance.

82. We believe the aim should be to work towards a new phased programme under which procurement, central and local funding are tied together. An illustrative high level route map showing how this might work is provided below together with a more complete diagram at **Annex 2**. We believe the aim should be to agree the details of the way forward by the end of April. The key elements which we believe should be covered by joint working are set out below.

KEY ELEMENTS OF JOINT WORK PROGRAMME

Metrolink

Four key areas for joint work are proposed to take forward the Metrolink expansion plans to Oldham/Rochdale, East Manchester/Ashton and Wythenshawe/Manchester Airport.

1. *Continuation of the "open book" approach to all outcomes of further work, including outcome of work showing improved affordability and potential planning options for the Manchester Airport/Wythenshawe line; and agreement to renewals and enhanced capacity programme for the existing system through the existing operator.*

2. *Analysis of how affordability can be further improved for all lines through new procurement approaches, and to provide "benchmarking" outcomes to address future planning and implementation.*

3. *Development of a detailed procurement strategy, following review of options in the light of best practice internationally. Annex 3 shows the work undertaken on this and provisional outcomes for joint discussion. The basic proposition is a separation of operational and construction responsibilities, starting with a new operations contract being placed in the market late summer. This can promote an integrated approach to the delivery of wider regeneration and transport strategies within each corridor, offer options for joint ventures or other forms of collaboration with bus operators and highways anthorities, and deliver overall best value for the public sector generally, both in terms of costs and outcomes.*

4. *The development of an overall Funding Plan building upon existing commitments, securing access to the Transport Innovation Fund, and determining an appropriate balance between local and central contributions. We wish to explore the potential for prudential borrowing by local authorities and the development of local funding plans which are linked to wider transport and regeneration plans in each corridor, and the outcome of the current review of local government finance.*

Integrated Local Transport Solutions

Under this heading joint work is proposed on:

1 *Sharing the outcome of the work undertaken on integrated transport planning in Metrolink corridors initially and then in corridors in the rest of the sub-region, and the further development of that work for presentation as part of LTP 2 in July, showing:*

- *the benefits, costs etc of collaborative arrangements proposed with operators and highways authorities of developing integrated public transport*

services in all corridors;

- *the extent to which more regulatory interventions are deemed appropriate;*
- *the potential for a more integrated approach to heavy rail. This would include service levels, affordability, integrated ticketing and information systems and fares; and*
- *the potential role of High Occupancy Lanes, park and ride etc.*

Behavioural Change

Greater Manchester is already heavily involved in the development of the "smarter" choices agenda, and it is the intention to develop our thinking further and, as part of the integrated transport plans for each corridor, create Travel Plans which make the critical link between funding (local as well as central), public transport improvements and a full range of measures to support behavioural change and demand management.

Demand Management

The Greater Manchester local authorities and the business community in the sub-region have not ruled out any option to secure long term behavioural change or to manage demand. Our position is as follows :

1. *There must be significant improvement in the public transport product, including Metrolink.*
2. *The full range of measures must complement the competitiveness and inclusion priorities of the sub-region and not undermine the competitiveness of the Regional Centre or the town centres in the area.*
3. *Measures must be relevant to where congestion exists, or where it may emerge in the future notwithstanding the advent of public transport improvements.*
4. *Measures must be widely accepted, not only by the public but by the business community.*

As an early contribution to the development of local thinking and to input to the definition of further corridor planning, a study has been commissioned on present and potential congestion trends and its economic impact. We will share the outcomes of this study and work with the Department on how these outcomes should influence the development of a costed/funded 5 year plan which recognises the role of investment as a catalyst for change. This work will also focus on the practicability and relevance of workplace and non-workplace parking charging mechanisms as an effective means of tackling future congestion. The outcome of this work will also be shared.

Other Contributions

This rapidly developing area is one where we, and senior representatives of the business community, wish to engage with the several Government departments involved, and build upon the experience which is likely to gained as a result of work being undertaken on Crossrail in London and the outcome of the current review of local government finance.

Particular oppurtunities for analysis include:

- *the potential of existing development benefit capture mechanisms, such as section 106;*
- *bespoke agreements for particular beneficiaries, such as Manchester Airport Group; and*
- *innovative approaches such as supplementary business rates and other options being considered in the context of the funding of Growth Area Infrastructure.*

We wish to explore the possibility of developing a range of initiatives to suit the circumstances of particular corridors. It will be important to ensure that these are addressed together with measures to support behavioural change in the context of equity, regeneration etc. Measures will also need support from the public and the business community.

83. We believe that an early objective should be to agree terms for reference and a resource plan for this work: further work is underway on this and will be available in mid-April. An outline route map of how joint working would interact with a revised procurement plan for the Metrolink extensions is provided below (see also fuller chart at **Annex 2**).

Joint Working Route Map (see also Annex 2 below)

Date	Joint Actions
April 2005	- Set up official level steering group - Agree high level principles for joint working - Agree terms of reference for joint work streams and work and resource plan - Secure necessary joint resources - Start work programme, including procurement review
June 2005	- First report from work streams to inform draft LTP2/TIF bid. - Agree phase 1 and 2 renewals programme - Re-launch the procurement
July 2005	- Draft LTP2 Submission - Subject to the conclusions of the procurement review, issue OJEU notice for operator contract
September 2005	- Second report from work streams - Subject to procurement review issue OJEU notice for New Line 1 * - Preparation for parallel bus corridor strategy begins
Autumn 2005	- Local government finance review reports - Possible decisions on TIF seed corn funding - TWA process restarted for New Line 3 *
Spring 2006	- 3rd Workstream report - LTP2/TIF bid submission - Start detailed planning for new line corridors
Summer 2006	- Spending Review 2006. - New line 1* Corridor Funding Agreement reached on the basis of agreed detailed corridor plan - Subject to procurement review, separate operator appointed and engages in: bus integration, rolling stock procurement and final selection of New Line 1* DBFM bidder - New Line 1* reaches BAFO, and New Line 2 and possibly first part of Line 3 OJEU issued
Late 2006	- Commercial and Financial close for DBFM for New Line 1 *
2007	- OJEU for remainder of New Line 3* - New Line 2 Corridor plan and funding agreed - Rolling stock partner appointed - Commercial and Financial close for New Line 2* - New Line 3* TWA powers secured
2008	- New Line 3* Corridor plan and funding agreed - New Line 3* reaches commercial and financial close

** Assumes full implementation of all Phase 3 lines. Definition of Lines 1 2 & 3 to be agreed. Assumes procurement of all 3 lines on a line by line basis.*

Annex 1: Problems and Issues by Segment

Annex 1

A plan showing county-wide problems and issues is attached.

North West (Bolton, Wigan and parts of Bury, Salford and Manchester) – see Map 2

Key Statistics

- The number of households without cars reduced by 16% between 1991 and 2001 and the number of households with 2 or more cars increased by 37% between 1991 and 2001
- 28% of residents work externally to the segment.
- 86% of the jobs in the segment are filled by residents of the segment.
- Traffic increased by 38% on motorways and 7% on A and B roads between 1991 and 2003.
- Manchester bound rail trips increased by 47% between 1991 and 2001
- Bus patronage has decreased by 7% since 1997
- The number of KSI casualties have decreased by 18% from a 1994 to 98 average.

Key Issues

- Traffic with slow speeds causing congestion, air quality and road safety problems in town centres, on major through roads (esp. A580) and around motorway junctions; causes delays to buses
- Through traffic in a number of residential streets
- Lack of capacity on the Bury Metrolink corridor
- Shortage of car parking at Metrolink and heavy rail stations
- Lack of passenger capacity and general poor quality on most heavy rail lines
- Poor integration of public transport termini in Wigan and Bolton
- Unattractive environments at a number rail and bus stations
- Local accessibility problems away from Regional Centre, including limited public transport access to some new housing developments and northwards towards Standish – also poor access to Regional Centre from Leigh by public transport.
- Poor public transport accessibility between Wigan and Warrington.
- Poor east-west access across Wigan Borough by road.

South West (Trafford and parts of Salford and Manchester) – See Map 3

Key Statistics

- The number of households without cars reduced by 15% between 1991 and 2001 and the number of households with 2 or more cars increased by 31% between 1991 and 2001
- 30% of residents work externally to the segment.
- 30% of the jobs in the segment are filled by workers living outside the segment.
- Traffic increased by 36% on motorways and 6% on A and B roads between 1991 and 2003.

- Manchester bound rail trips increased by 5% between 1991 and 2001
- Bus patronage has increased by 5% since 1997.
- The number of KSI casualties have decreased by 12% from a 1994 to 98 average.

Key Issues

- Traffic with slow speeds in town centres, around motorway junctions and on major roads (esp. A56, A57 and A5103) causing congestion, air quality and road safety problems; and delaying buses
- Through traffic in residential streets
- Poor quality of Altrincham Interchange and other heavy rail, Metrolink and bus stations
- Manchester Ship Canal as barrier to some movement
- Peak hour over crowding of Metrolink and some heavy rail services
- Local accessibility problems in some inner-city and regeneration areas; and poor public transport access to Trafford Park and Carrington industrial estates
- Motorway journey time unreliability particularly during peak hours

North East (Rochdale, Oldham and parts of Bury, Tameside and Manchester) – See Map 4

Key Statistics

- The number of households without cars reduced by 18% between 1991 and 2001 to 33% and the number of households with 2 or more cars increased by 36% between 1991 and 2001
- 22% of residents work externally to the segment.
- 83% of the jobs in the segment are filled by residents of the segment.
- Traffic increased by 82% on motorways and 1% on A and B roads between 1991 and 2003.
- Manchester bound rail trips increased by 28% between 1991 and 2001
- Bus patronage has decreased by 5% since 1997
- The number of KSI casualties have decreased by 10% from a 1994 to 98 average.

Key Issues

- Heavily subsidised and inefficient heavy rail service to Oldham and Rochdale offering very poor penetration of town centres and not effectively supporting key regeneration activities
- Traffic with slow speeds causing congestion, air quality and road safety problems in town centres, on major roads (esp. A57 and A663) and around motorway junctions causing delays to buses. Through traffic main problem on A663
- Need for higher quality public transport alternatives in order to achieve modal shift targets
- Poor quality, unreliable local bus network
- Need for better integration between transport modes
- Major regeneration priority areas based around Housing Market Renewal and New Deal for Communities initiatives with relatively poor public

transport connections thus limiting their ability to contribute to the inclusion and sustainable communities agenda
- Through traffic in residential streets
- Unattractive environments at some bus and rail stations. Poor location of heavy rail stations
- Poor access to inter-city rail network
- Local accessibility problems in Pennine area and some regeneration areas

South East (Stockport and parts of Tameside and Manchester) – See Map 5

Key Statistics
- The number of households without cars reduced by 14% between 1991 and 2001 and the number of households with 2 or more cars increased by 25% between 1991 and 2001
- 30% of residents work externally to the segment.
- 25% of the jobs in the segment are filled by workers living outside the segment.
- Traffic increased by 46% on motorways and 5% on A and B roads between 1991 and 2003.
- Manchester bound rail trips decreased by 2% between 1991 and 2001
- Bus patronage has increased by 3% since 1997
- The number of KSI casualties have decreased by 22% from a 1994 to 98 average.

Key Issues
- Traffic with slow speeds causing congestion, air quality and road safety problems in town centres, on major roads (esp. A6, A34, A57, A560, A626, A627 and A5103,) and around motorway junctions – causes delays to buses
- Through traffic a particular problem on the A6 corridor
- Demands of the growth of Manchester Airport as identified in the Airports White Paper and poor local public transport connectivity
- Through traffic in residential streets
- High car dependency for trips to growing airport. Lack of infrastructure capacity at airport rail station and on line to Regional Centre
- Unattractive environments at and around some bus and rail stations
- Poor links between bus and rail stations in Stockport
- Poor quality heavy rail service on some lines
- Local accessibility problems in inner city and some other regeneration areas

Regional Centre – See Map 6

Key Statistics
- The number of households without cars reduced by 9% between 1991 and 2001 and the number of households with 2 or more cars increased by 94% between 1991 and 2001
- 94% of Regional Centre residents work in the segment.

- 88% of the jobs in the segment are filled by workers living outside the segment.
- Traffic increased by 39% on motorways and decreased by 9% on A and B roads between 1991 and 2003.
- Metrolink trips increased by 45% since 2000.
- Bus patronage has remained constant since 1997.
- The number of KSI casualties have decreased by 22% from a 1994 to 98 average.

Key Issues

- Projected 50,000 additional jobs in and around the city centre as a result of the Knowledge Capital initiative
- Major movement demands along the Oxford Road corridor and associated conflicts between different road users
- The main commercial and retail centre in the conurbation attracting well over 300,000 trips per day
- Increasing modal share for public transport needs to be maintained and increased to cater for growth in a sustainable way
- Variable quality of public transport infrastructure
- Lack of heavy rail infrastructure capacity
- Conflicting demands for scarce road space

The attached plans provide show the locations of the various identified problems and issues in Greater Manchester.

Annex 2: Indicative Procurement, Funding and Planning Route Map

Annex 2

Indicative Procurement, Funding and Planning Route Map (assuming single operator, line by line DBFMs, separate rolling stock procurement and integrated Bus Strategy, Travel Plans etc.)

	2005					2006				2007				2008			
	April 05	June 05	July 05	Sept 05	Dec 05	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Work Streams	Joint TOR Agreed	Joint 1st Report		Joint 2nd Report		Joint 3rd Report	Update New Line 1 →			GMPTE Integrated Corridor Planning → Update New Line 2				Update New Line 3			
LTP2			Draft submitted	Local Government Finance Review		LTP2 submitted	SR06										
TIF Funding Agreements		High level Strategy and Phase 1&2 renewals Agreed		Decisions on seed corn TIF Funding				New Line 1 Funding Agreed			New Line 2 Funding Agreed				New Line 3 Funding Agreed		
Operator and Phase 1&2 Renewals	Document preparation		OJEU	ITN	Bids	Short List	BAFO	Close	Mobilisation →								
Rolling stock	Document Preparation							OJEU	ITN	Bids	Short List	BAFO	Close				
New Line 1	Metrolink Document Preparation			OJEU	ITN	Bids	Short List	BAFO	Close	Mobilisation →							
	Parallel Bus Strategy Development →																
New Line 2 (+possibly first part of Line 3)	Metrolink Document Preparation					OJEU	ITN	Bids	Short List	BAFO	Close	Mobilisation →					
	Parallel Bus Strategy Development →																
Remainder of New Line 3	Metrolink Document Preparation								OJEU	ITN	Bids	Short List	BAFO	Close	Mobilisation		
	Prepare for new TWA		New TWA Process (assuming 2 yr timetable)									New Powers Secured					
	Parallel Bus Strategy Development →																

Annex 3 Revised Procurement Strategy for Manchester Metrolink

Annex 4 : Maps