

GREATER MANCHESTER INTEGRATED TRANSPORT AUTHORITY

REPORT FOR RESOLUTION

DATE: 27 August 2010
SUBJECT: Draft LTP3 Consultation Proposals
REPORT OF: Transport Strategy Director, GMPTE

PURPOSE OF REPORT

To provide a draft outline LTP3 strategy, prepared for consultation, and proposed consultation programme for Members' consideration.

RECOMMENDATIONS

Members are recommended to:

- 1 note the contents of this report;
- 2 comment on the proposed LTP3 consultation process to commence on 4 October for a 12-week period described in this report
- 3 comment on the draft outline LTP3 strategy attached at Appendix 1 to this report; and
- 4 delegate final authority for approval of the final documentation and consultation arrangements to the Chair, Vice Chair and Leader of the Opposition.

BACKGROUND DOCUMENTS

Previous reports to Policy and Resources Committee, 19th March 2010 and 23 July 2010 and report to the Authority, 16th October 2009.

2nd Greater Manchester Local Transport Plan (2006/7 to 2010/11), March 2006
(<http://www.gmltp.co.uk/localTransportPlanDocs.asp>)

DfT Guidance on Production of Local Transport Plans, July 2009
(<http://www.dft.gov.uk/adobepdf/165237/ltpguidance.pdf>)

CONTACT OFFICERS

Dave Newton	0161 244 1279	dave.newton@gmpte.gov.uk
Chris Barnes	0161 244 1428	chris.barnes@gmpte.gov.uk
Simon Warburton	0161 234 3775	s.warburton@manchester.gov.uk

1 Introduction and Background

- 1.1 Members will be aware from previous reports that there is a statutory requirements for Local Transport Authorities to prepare a Local Transport Plan (LTP) every five years and keep it under review. Greater Manchester has previously produced two LTPs. The first LTP was submitted to Government in 2001 and covered the period 2001 to 2006. The second LTP (LTP2) was submitted in 2006 and covered the period 2006 to 2011. Therefore, a new LTP (LTP3) is required by 31 March 2011, covering the period 2011 to 2016 in detail and setting out a long term view of transport strategy for Greater Manchester.
- 1.2 As previously reported, it is intended that the LTP3 submission will comprise two main elements; namely a Long-Term Strategy for transport in Greater Manchester (up to 2020) accompanied by Short-Term (3 year) Local Implementation Plans (one per District) linked to anticipated funding settlements. It is intended that the three year Short-Term Implementation Plans will effectively constitute the first steps in the delivery of the Long-Term Strategy. The LTP3 document will also incorporate an overall county-wide synopsis which summarises the individual implementation plans of the ten Local Authorities and demonstrates their collective contribution to the Long-Term Strategy.
- 1.3 Prior to producing a full LTP, government guidance requires the Authority to consult its delivery partners; the local public and business community; and other interested parties in a structured manner, so as to ensure that the final Plan most effectively reflects all needs.
- 1.4 This report builds upon three previous reports (one to the Authority and two to Policy and Resources Committee) to set out a draft outline LTP3 strategy that has been developed to support the consultation, which is proposed to commence on 4 October. The report also describes the proposed process for consultation. A draft public consultation brochure, which is being prepared to support the consultation will also be circulated in advance of the meeting for Members' comments.

2 Draft Outline LTP3 Strategy

- 2.1 A draft outline strategy, which provides the detailed basis for the proposed consultation is attached to this report at Appendix 1. Members' comments are invited on the content of the outline strategy, which will be made available to interested parties through the consultation.
- 2.2 A consultation brochure, providing a summary of the strategy document is also being prepared and will also be circulated in advance of the meeting for Members' comments. It is proposed that this shorter publication will act as the basis for consultation with most members of the public, business community and other stakeholders.

- 2.3 The draft outline strategy has been developed on the basis previously agreed by both the Authority's Policy and Resources Committee and the AGMA Executive Board, namely that:
- the document presents a high-level transport strategy aimed at delivering the key policy requirements of the Greater Manchester Strategy in a manner that also fits closely to the Government's emerging priorities for both transport and public spending;
 - the strategy is orientated around five core objectives that determine clear economic, carbon, public health/safety, neighbourhood/public space and value for money priorities; and
 - the document identifies a range of current and emerging investment and activity priorities for public comment.
- 2.4 Whilst the outline strategy is still "high-level" in its nature, the detail that it does contain has been informed by a series of LTP3 workstreams, managed by a network of GMPTE/ITA, GM Joint Transport Team and AGMA officers, as previously reported to the Policy and Resources Committee. The content has also been shaped by initial engagement with key public transport partners, the Highways Agency, Manchester Airport and a range of officers from both AGMA authorities and commissions.
- 2.5 These working relationships will be maintained over the coming months as the strategy and the supporting district implementation plans are developed in full detail and refined to reflect the outcome of both the consultation and the national spending review.
- 2.6 In addition, work is now underway on the first stage development of Short-Term Local Implementation Plans led by officers from the ten Local Authorities with support from the Joint Transport Team. The Plans will set out a four-year local approach to early delivery against the final LTP3 strategy.

3 Public Consultation Process

- 3.1 Officers have also developed the outline proposals, which were considered by Policy and Resources Committee in July.
- 3.2 Having reviewed the timescales for consultation, officers believe that it is most appropriate for the consultation to commence on 4 October and last for twelve weeks, so as to allow maximum scope for Members of the Authority and AGMA Executive to comment on the content of the strategy at Appendix 1 and supporting brochure.
- 3.3 The public consultation will involve making the general public aware of the LTP3 draft strategy and providing the opportunity to comment. The consultation will run from 4 October to 24 December 2010.

3.4 Arrangements are in hand to provide information in several ways:

a) Online and telephone

Dedicated sections of GMITA and GMPTE websites are being prepared to make all relevant consultation information available for stakeholders to browse and comment online. The material will also be available through a dedicated telephone helpline.

b) Brochures, leaflets and posters

The summary brochure, leaflets and posters highlighting the consultation, website and helpline will be distributed through:

- GMPTE premises (bus stations, interchanges and travel shops)
- Local authority offices
- Local libraries in Greater Manchester
- Target health establishments in Greater Manchester
- Target educational establishments in Greater Manchester
- Posters on buses, trams and on concourses of larger railway stations

c) Coverage in local media

In addition to proactive use of local newspapers to highlight the consultation, arrangements are also in hand for dedicated articles to be carried in appropriate local authority and Chamber of Commerce newsletters/publications.

d) Events/meetings

GMITA/PTE/JTT officers will be available to attend and present to key stakeholder meetings as requested.

3.5 Greater Manchester councillors and MPs will also be sent a briefing and copy of the consultation brochure in advance of 4 October.

3.6 GMPTE will manage the process for recording responses; handling and responding to enquires; and carrying out the analysis and reporting at the end of the exercise

4 Key Milestones & Next Steps

4.1 The key milestones associated with taking the LTP3 Programme forward are currently as follows:

- Public Consultation period, 4 October to 24 December 2010
- Report on updated Long-Term Strategy to GMITA and AGMA, late January/ early February 2011
- Finalisation of Short-Term Implementation Plans, by end February 2011
- Final approval of LTP3 by GMITA and AGMA, by end March 2011

5 Recommendations

5.1 A full set of recommendations is set out on the front cover of this report.

Dave Newton
Transport Strategy Director

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APPENDIX 1

Greater Manchester Local Transport Plan 3

Long-term Strategy

Consultation Document

30/07/10



AGMA
ASSOCIATION OF
GREATER MANCHESTER
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1 Foreword

Modern Greater Manchester is a highly-coherent and functional economic area, which has been identified in the Manchester Independent Economic Review (MIER) as having the potential to become an economic powerhouse for the UK that would be second only to London. However, MIER also showed us that Greater Manchester continues to punch below its weight in terms of its potential, and is held back by low productivity that stems from persistent worklessness in too many of our most deprived communities.

Effective transport connections are essential in addressing the problems of deprivation – by linking people to jobs – and also in providing for sustainable economic growth. Meeting this challenge is more critical than ever, as we come out of one of the deepest recessions in generations, which has significantly increased levels of unemployment in Greater Manchester.

In the immediate period ahead of us the availability of public funding will be significantly lower in relative terms than at any other time in the last 50 years. Moreover, it is likely that this next period of change will result in a radically different environment for public sector spending in the years beyond 2015.

This all points to the need for greater clarity than ever on priorities for spending, alongside initiatives aimed at efficient use of all transport networks, so as to most effectively tackle the cost of deprivation and develop the scale of sustainable economic activity.

The Greater Manchester authorities have developed new systems of governance, which provide the scope for us to take greater direct control of more of the spending and activities that have historically been managed by central government. We are also now developing parallel approaches through the establishment of a Local Enterprise Partnership for Greater Manchester to best align private sector activities and spending with our priorities.

However, the scale of the challenge of delivering a transport strategy that can maximise the scope for growth and economic renewal in a time of radically lower levels of funding means that we will need to answer some fundamental questions. These will include how we secure the best value from the public subsidies that go into our bus system in particular; how we balance competing transport policy objectives; how we develop new models of funding for transport; and how we develop the capacity of public transport operators to grow their markets.

We are now preparing a new Local Transport Plan for Greater Manchester, which will be completed by March 2011, which will set out to answer these questions through short term priorities and a longer term vision for transport in Greater Manchester.

This consultation document is the start of that process. Here, we have set out the issues that we are working to address and the broad strategy that we will look to deliver.

However, before our plans are confirmed and developed in full, we are keen to make sure that they fit with the needs and expectations of local people and businesses. Therefore, we would encourage everyone to read our initial ideas, as set out here, and let us know whether the strategy will address the key issues of concern in the coming years.

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2 Context for LTP3

2.1 Greater Manchester's Vision for the future

2.1.1 The third Greater Manchester Local Transport Plan (LTP3) will provide a clear set of investment priorities and supporting activities that have been designed to support the maximum potential growth in Greater Manchester, whilst also being sensitive to the need for lower carbon travel patterns and the importance of addressing the economic and social costs of deprivation within our community. .

2.1.2 In recent years, the Greater Manchester local authorities and their private sector partners have developed a new model of working to bring together key activities across housing; spatial and environmental planning; public health; education and skills; crime; and, of course transport to secure a collaborate approach to accelerating private sector-led growth and driving up the economic activity levels of all our residents.

2.1.3 Looking to the future, the Greater Manchester partners have developed a clear vision as one of Europe's premier city regions. The Greater Manchester Strategy (GMS), published in 2009, sets out the following key priorities that need to work effectively alongside one another for Greater Manchester to achieve its potential:

- Supporting development in the early years of life to put every child in the best possible position to benefit from formal education in later years.
- Supporting better life chances for all, by helping residents to escape the regressive cycle of worklessness and low skills.
- Developing a stronger skill-base, by securing public and private approaches that improve and widen key skill levels across local residents.
- Attracting new talent through initiatives to retain graduates from the local higher education facilities and attract the best talent from elsewhere.
- Supporting the economic base, through integrated business support mechanisms and investment in digital infrastructure.
- Promoting international connectivity to help increase levels of exports out of, and inward investment into, Greater Manchester.
- Developing a low carbon economy to meet the challenges of climate change.
- Supporting the growth and renewal of the housing market, to meet future needs.
- Delivering effective governance to optimise the public sector's contribution to the future growth.
- Developing an improved "sense of place", well-being and quality of life across Greater Manchester.
- Developing our transport system, to best support economic growth, social well-being, environmental improvement and better public health across Greater Manchester.

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2.1.4 The GMS also clearly articulates that LTP3 should focus on supporting the growth of Greater Manchester by:

- prioritising investment in cost-effective major transport interventions that will create maximum economic benefit for Greater Manchester, whilst also ensuring that this improves the social and environmental benefits of the system as a whole.
- improving access from residential areas - particularly those prioritised for housing growth - to key education and employment areas - particularly the Regional Centre, town centres, Trafford Park and other strategic employment sites.
- improving surface access to Manchester Airport.
- improving the efficiency and reliability of transport networks.
- improving road safety and also enhancing personal the safety and security of travellers on the system.
- developing an integrated approach to the transport network and travel demand management that helps to support lower carbon travel across Greater Manchester.

2.1.5 The effective delivery of the GMS will require strong leadership and effective coordination across a wide range of activities. This need will sharpen further as we enter a period of unprecedented reductions in the availability of public sector funding, which will require Greater Manchester's partners to challenge our priorities further and weigh up the balance between the competing policy objectives set out above.

2.1.6 Following 20 years of voluntary co-operation through the Association of Greater Manchester Authorities (AGMA), the Greater Manchester authorities are now awaiting a Ministerial decision to establish the Greater Manchester Combined Authority, which will become the accountable focus across Greater Manchester for integrating economic development, regeneration, planning, housing and transport policies. The authorities also see a Local Enterprise Partnership (LEP) is a natural addition to these governance arrangements to build on the unique public – private partnership that is already in place. LEPs have been promoted by the Government as a key element of its localism strategy. A Greater Manchester LEP will represent a further opportunity for Greater Manchester's businesses, local authorities and our key partners to build upon 20 years of voluntary collaboration to achieve a step change in our ability to secure private sector led economic growth, whilst ensuring our residents are able to benefit from and actively contribute to this growth. Together the Combined Authority and the LEP will enable the private sector to play an even more active leadership role in securing economic growth and allow for the effective alignment of decision making and delivery in key areas such as economic development, regeneration, planning, transport, housing, inward investment, business support, marketing and tourism, and employment and skills.

2.1.7 The reformed public sector governance system also includes a new approach to the way in which transport systems are managed in Greater Manchester., We aim to refocus and restructure the current transport governance arrangements around a new "Transport for Greater Manchester" (TfGM) which will provide an enhanced focus on coordinating transport and economic regeneration objectives to effectively prioritise and deliver initiatives that best support the GMS objectives. Alongside this, we have

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agreed with the Government new models of working (or “protocols”) for local rail, highways and bus systems.

- 2.1.8 The Greater Manchester rail protocol sets out the process for engagement in terms of the key stages of policy development, strategic planning, specification, procurement project delivery and service delivery. It outlines the expectations for engagement between DfT, Network Rail and Greater Manchester across the range of decision making processes. The protocol provides an operational framework to ensure that mechanisms for funding, specification and delivery available to both DfT and Greater Manchester are used in ways that deliver the best outputs in terms of a rail network to meet our economic and transport objectives.
- 2.1.9 Responsibility for the management of the road network in Greater Manchester is split between the Highways Agency (HA) and the ten local highways and traffic authorities. This fragmentation of responsibilities makes co-ordination of activity and the smooth operation of the network extremely challenging. There are opportunities for much greater integration and closer working relationships between HA, the ten authorities and GMPTE for both the operation and development of the HA network and local road network. The highways protocol recognises the areas of opportunity which can be exploited and acknowledges that national, regional, city region and local priorities will not always be consistent and will need to be addressed in a manner that balances all objectives. Three core strands of activity have been identified as the focus for further detailed work: (a) strategic network development; (b) day-to-day management; and (c) building an evidence base/information sharing.
- 2.1.10 In relation to the bus system, GMPTE has been working with DfT on a joint piece of work to identify how we can deliver better economic, social and environmental outcomes for the bus network in Greater Manchester, even if financial support for the network from the public sector has to be reduced. In other words, it is about how to achieve more from the totality of public subsidy and infrastructure investment that goes into the bus system in Greater Manchester. This approach will also enable us to clearly define the role that bus transport can play - and to identify the optimum use of subsidies to maximise the impact of the bus system - in delivering sustainable GVA growth in Greater Manchester (i.e. jobs and productivity) and reductions in deprivation.

2.2 Key Challenges in Delivering this Vision

- 2.2.1 The changing environment around public spending, driven by national policies to address the fiscal deficit, further highlights the importance of the GMS priorities. As we enter a period of lower relative public spending than at any time in the last 50 years, it will be more critical than ever for Greater Manchester both to have full clarity on priorities around how to deploy limited public resources and also to give a renewed focus to increasing the scope of the area to contribute to new levels of national productivity. The three critical sets of challenges set out here, which relate to economic, environmental, public health and fiscal pressures, are not exhaustive; the proposed objectives at 2.3, and in greater detail in section 4, aim to provide a fuller articulation of the full challenge for LTP3. However, the following challenges will very much shape and determine all our approaches to meeting our objectives in the coming years.

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2.2.2 Supporting Economic Growth and Tackling Deprivation

- 2.2.2.1 The Manchester Independent Economic Review (MIER) concluded that Greater Manchester has the potential to become an economic powerhouse for the UK that would be second only to London. However, MIER also showed us that Greater Manchester continues to punch below its weight in terms of its potential, and is held back by low productivity that stems from persistent worklessness in many of Greater Manchester most deprived communities. Most importantly, MIER clearly demonstrated the value of focussing on the holistic economic needs of Greater Manchester as a functioning 'place', and to determine clear priorities across regeneration, housing and transport activities, rather than within these traditionally individual areas of public service delivery, so as to deliver fully integrated solutions that offer the maximum scope for private sector investment and reduced levels of deprivation. This approach lies at the heart of the Greater Manchester Strategy, is key to the Greater Manchester Combined Authority model and emerging LEP proposal, and will determine the priorities for LTP3.
- 2.2.2.2 The regeneration of the Regional Centre have the main town centres as employment locations, service centres and increasingly places to live will remain key priorities. AGMA is now preparing a Greater Manchester Spatial Framework (GMSF), which will identify the primary areas for economic development and housing. The GMSF is being developed in parallel to LTP3, and will provide the background for the final LTP3 strategy, to ensure that our spatial and transport plans are genuinely integrated and aligned with one another, so as to ensure that our strategy is most effective tackling deprivation and worklessness by linking people to jobs. It is anticipated that the GMSF will also identify key development areas whilst meet the needs of future investors and support the delivery of low carbon objectives.
- 2.2.2.3 The priority must be to drive growth through private sector-led investment strategies. We will support the achievement of this policy not only by developing transport approaches which link people to jobs, but also in drawing together public and private resources to deliver the infrastructure which is needed.. We want to remain at the forefront of developing new funding models building upon AGMA's success in leading the "Evergreen" Investment Fund and working with Government on new approaches to funding including ADZ's
- 2.2.2.4 There are still significant issues of deprivation in Greater Manchester, which are reflected in all aspects of life: employment, education and life expectancy. These issues not only hold back the prospects of some communities being able to fully benefit from the opportunities that Greater Manchester offers. They also critically inhibit Greater Manchester's productivity through persistent worklessness and act as a major ongoing benefit burden both locally and nationally. The Greater Manchester authorities, through the GMS, have recognised the critical importance of this in maximising the impact of our future economic growth strategy.
- 2.2.2.5 We recognise that transport can be a barrier to accessing work, healthcare and education and traffic can affect the safety and attractiveness of neighbourhoods. There remains significant deprivation around the core of the conurbation, in a number of priority outer-lying areas and in parts of many of our towns throughout Greater Manchester. The need to encourage recovery and growth in the current difficult economic circumstances means that transport investment will need to be focussed where it can be of greatest benefit to the economy in getting people into work and in supporting further regeneration.

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Therefore, we will maintain and strengthen initiatives that help our neighbourhoods of greatest need to contribute more fully to a future vibrant economy.

2.2.2.6 Additional growth will bring also a number of challenges in terms of the capacity and reliability of transport networks. Most future housing growth is planned for the core of the conurbation, with good access to jobs, but the focus of economic development in the centre, which will be critical for many of our most important business sectors, will present further challenges for the efficiency and reliability of the road network and increase the need for effective public transport. We will therefore need to introduce measures to tackle these problems, however, we will not be making any proposals for congestion charging or workplace parking charging. Rather our focus will be on a high quality, targeted investment in public transport and other sustainable modes, alongside measures to maximise the efficiency across road and public transport systems. In certain key cases, we will also need to secure targeted investment in new/improved parts of the strategic road network in order to maintain efficiency across the network as a whole.

2.2.3 Delivering a Low Carbon Economy

2.2.3.1 Greater Manchester has positioned itself as a future low carbon economy. This will require us to develop innovative solutions to addressing the carbon impact of growth and travel in particular, whilst also preparing our infrastructure for the impact of climate change. It also offers real opportunity to develop a new role for low carbon transport innovation at the heart of new entrepreneurial activity in Greater Manchester. Furthermore, it also mirrors the new Government's recognition of the relationship between low carbon and economic objectives.

2.2.3.2 Greater Manchester currently has a CO₂ emissions footprint of 15.8m tonnes per annum. Based on government targets, set out in the Low Carbon Transition Plan, this needs to be reduced to below 10 m tonnes by 2020 and to below four million tonnes by 2050. Carbon emissions from transport in Greater Manchester account for over 30% of total emissions, and future growth projections suggest that radical change will be required if we are to achieve the more ambitious low carbon targets as set out in the GMS.

2.2.3.3 Greater Manchester, and the rest of the UK, will need to ensure that energy efficiency, alternative fuels and modal shift are key parts of its transport strategy in order to mitigate the impacts of oil price rises. This presents opportunities to develop innovative solutions for delivery that secure maximum market-led investment. In particular, we are keen to work with the Government to position Greater Manchester at the forefront of the national agenda to deliver electric vehicle infrastructure through public/private partnership delivery initiatives.

2.2.3.4 Alongside this, climate change projections indicate the potential for more extreme weather events over the coming decades, including higher summer time temperatures and more winter rainfall. This could have serious implications for the management of transport infrastructure, requiring appropriate risk management. The impact of a future peak in oil production will have a profound impact on transport in relation to the availability and subsequently the price of oil and all of its derived products.

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2.2.4 Protecting Public Health and Safety

2.2.4.1 Public health is a further significant cost of deprivation in Greater Manchester, where there is some of the lowest life expectancy at birth in England for both men and women. The health sector considers that eight out of the ten Greater Manchester Districts have overall 'bad health'. 130,000 people in Greater Manchester are on incapacity benefit, which not only impacts on those individuals' life chances, but also reduces Greater Manchester's productivity and increases the public cost of benefits. Many health problems, such as obesity, mental illness, diabetes, heart disease, asthma and respiratory disease, are related to inactivity or poor air quality, both of which require transport solutions. According to the NHS¹, the resulting cost to the UK economy of absenteeism, premature death and treatment is £8 billion to £10 billion per year.

2.2.4.2 Childhood obesity rose from 14% for boys and 15% for girls to 24% and 26% respectively between 1994 and 2004, a period where walking to school fell from 61% to 53%. Increasing travel by active modes (walking, cycling and walking/cycling to public transport) therefore needs to be a priority. Recent efforts aimed at school travel planning with Greater Manchester have begun to reverse this decline but we remain at a low base.

2.2.4.3 Air pollution also continues to act as a real threat to people's health in Greater Manchester. The European Environment Agency estimates that up to 50,000 people die prematurely in the UK from exposure to air pollution, and the majority of this is due to particulates. Nitrogen Dioxide (NO₂) also causes serious health problems, and failure to meet reduction targets is a UK wide problem. Many areas in Greater Manchester currently exceed limits for NO₂ and current DEFRA forecasts project that this will remain the case in the period to 2015.

2.2.4.4 In 2009, over 9000 people were injured in accidents on Greater Manchester's roads; and 794 of them were either killed or seriously injured. However, there is a positive trend in overall road safety here, with the number of people killed or seriously injured on Greater Manchester's roads falling by 6% between 2008 and 2009: the fourth consecutive annual reduction. Over time, as our network has become relatively safer, our attention is shifting from local highway schemes towards driver behaviour, which remains a very significant factor in accidents. Casualties, particularly child casualties, are also highest in deprived communities (which can most acutely suffer from through traffic and rat running), adding further to the challenges of deprivation discussed above.

2.2.5 Supporting National Transport and Spending Priorities

2.2.5.1 In addition to addressing the above challenges, our final LTP3 strategy will also need to be designed to ensure that it fits well Government transport policy priorities and that it reflect the implications of the national Spending Review process.

• ¹ *Be Active, Be Healthy – A Plan for Getting the Nation Moving, DoH 2009*

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2.2.5.2 Whilst the new Government's transport priorities are yet to be fully determined by Ministers, the *Coalition Programme for Government* highlights three clear policy dimensions for transport: that "a modern transport infrastructure is essential for a dynamic and entrepreneurial economy"; that transport infrastructure is critical "to improve well-being and quality of life"; and finally that our national transport system needs to be "greener and more sustainable". The new Government's priorities mirror very closely the strategic intent set out in the GMS, and the objectives for LTP3, in their recognition of the three key drivers for transport policy: economic growth, quality of life and carbon reduction.

2.2.5.3 However, alongside this, in October 2010, the Government will publish the outcome of its Spending Review for the period 2011/12 to 2014/15, which will shape the scale of public resources that will be available to support the short-term delivery of this LTP3 strategy. Whilst the full impact of the Spending Review on transport is yet to be seen, we know that the scale of public sector reductions will be at a scale not seen for 50 years or more. Therefore, as discussed earlier, Greater Manchester will face major challenges in prioritising limited funds to address the outcomes that matter most in the short term. We will also need to prioritise in a manner that complements the Government's published priorities for the Spending Review, which clearly point towards activities that provide "substantial economic value", targeted at "those most in need" and delivered increasingly at the local, rather than national, level.

2.3 Core Objectives for LTP3

2.3.1 The national policy context for LTP3 will remain under review to ensure that the final Plan is fully aligned with the priorities of the new Government.

2.3.2 However, in developing the key aims and objectives for LTP3, within this strategic context, a number of key themes are consistent across national and local strategic priorities; namely economic growth, environmental sustainability, health and wellbeing, and value for money. This has led to the formulation of objectives for LTP3 as follows:

- To ensure that the transport network supports the Greater Manchester **economy** to improve the life chances of residents and the success of business
- To ensure that **carbon** emissions from transport are reduced in line with UK Government targets, to minimise the impact of **climate change**
- To minimise the adverse impact of transport on **public health** and on **community safety**
- To ensure that the design and maintenance of the transport network and provision of services supports **sustainable neighbourhoods and public spaces**
- To maximise **value for money** in the provision and maintenance of transport infrastructure and services

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3 Travel and Transport in Greater Manchester today

3.1 Introduction

3.1.1 The general economic growth trend in Greater Manchester since the early 1990s has seen a resurgence in the demand for travel into and across conurbation. There are now around 1 million commuting trips made each weekday morning within Greater Manchester, with a further 140,000 trips coming into the conurbation from neighbouring areas, and around 100,000 trips departing Greater Manchester for neighbouring areas. Home working accounts for around 7% of working residents in Greater Manchester.

3.1.2 Year on year, on average, journey times across Greater Manchester have increased as the economy has grown and demand for travel has increased with it. Over 60% of people working in Greater Manchester now travel for more than 20 minutes to work and nearly 25% of workers commute for over 40 minutes each morning. The majority of trips on the local motorway network are bound for Greater Manchester, particularly in the morning peak, which indicates the importance of commuting from outside the area.

3.1.3 The strategy adopted during the first two LTPs has resulted in a range of successful interventions that have enabled Greater Manchester's transport system to make some important contributions to the economic, social and environmental vitality of the conurbation. In particular, we have supported a revitalised Regional Centre and helped to reinvigorate other key and local centres through improvements in accessibility, which have included the following achievements:

- Invested in over 170 miles of Quality Bus Corridors
- Improved and, in some cases rebuilt, many of the bus stations within Greater Manchester, as well as creating the new state-of-the-art Shudehill Interchange in Manchester city centre
- Introduced the innovative system of Metroshuttle buses in Manchester city centre, Stockport town centre and Bolton town centre
- Replaced over 20 miles of Metrolink track, improving quality of ride and reducing noise.
- Upgraded a number of stops across the current Metrolink system and begun the work to deliver the future network.
- Carried out upgrade facilities at a range of local rail stations and key facilities including Salford Central Rail Station
- Expanded Park & Ride facilities in a number of locations on the rail and Metrolink system.
- Delivered, and expanded the rail capacity, at the Ground Transport Interchange at Manchester Airport
- Completed the Manchester-Salford Inner relief Route
- Reduction in the numbers of people killed and seriously injured on roads, following targeted investment in local safety schemes and support for driver improvement and speed awareness courses
- Delivered pedestrian friendly schemes in a number of our town centres

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3.2 Public Transport

- 3.2.1 Greater Manchester's strategy has been to manage the additional demand for travel by encouraging more commuting by public transport, supported by local planning policies that have resulted in a growth in Manchester city centre and our other main town centres, which are more accessible to public transport. This has been successful in supporting a growing economy to date and, as a result, since the start of our first LTP,
- Local rail travel has increased from 17 million journeys in 2001/2 to 22.6 million in 2008/9
 - Metrolink travel has increased from 18.3 million journeys in 2001/2 to 20 million journeys in 2008/9
 - Local bus travel has increased from 223 million journeys in 2001/2 to 236 million in 2008/9
- 3.2.2 In particular, there has been a significant increase in the proportion and number of peak-time commuting trips into Manchester city centre over the past decade, with public transport, cycling and walking now accounting for 70% of morning trips into the city centre compared to 61% in 2002. This growth in demand for public transport travel is such that it has resulted in growing issues of overcrowding on the local rail and Metrolink systems in particular.
- 3.2.3 Greater Manchester Integrated Transport Authority and Passenger Transport Executive (GMITA/PTE) has been successful in recent years in securing Government funding for additional trams on the Metrolink system, which have now come into service, to address the immediate overcrowding problem. Funding for a number of new lines is also now in place and work is underway to deliver Metrolink to MediaCityUK, Oldham, Rochdale, East Manchester, Ashton-under-Lyne, Chorlton-cum-Hardy and Didsbury. Further local funding is also in place to develop a line to Manchester Airport and to secure new routes for the Oldham/Rochdale service into the two town centres there. This will enable the system to support significant further demand for tram travel. The Metrolink plans are set out further later in this document.
- 3.2.4 The matter of rail overcrowding remains a significant issue for this strategy. GMITA/PTE have been working closely with the DfT for sometime to secure the additional carriages that are essential to allow local rail services to build upon the success of recent years. Looking to the longer term, GMITA/PTE and Network Rail have developed a blueprint for the expansion of the local rail system through the Northern Hub project, which is designed to provide the capacity for additional train services to pass through the central Manchester stations. Alongside this we have begun to work closely with Government as plans for High Speed Rail are developed. Further information on these plans is set out in the rail strategy in this document.
- 3.2.5 Greater Manchester has been successful in securing significant investment, from GMITA/PTE, local highway authorities and bus companies, for improvements in bus performance particularly through the Quality Bus Corridor programme. This has delivered some improvements to service reliability, journey times and passenger facilities. However, bus punctuality still lags behind. More broadly, we have also seen a general improvement in the quality and accessibility of vehicles operating on the system (with over 80% of all observed buses in the area being low floor in 2009), and GMPTE has supported this with improved roadside waiting facilities and improved/new bus stations in a number of key locations, alongside local authority spending on improved footways to complement low-floor buses. GMITA has

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also looked to utilize subsidy payments for concessionary travel and non-commercial bus services to best support the needs of vulnerable groups and communities, alongside securing Government support for kickstart funding to support new service development.

3.2.6 However, the levels of bus usage across Greater Manchester have largely remained static, despite these activities and despite the boost that the national concessionary travel scheme has generated in off-peak travel. In part this points to the need to continue to invest in measures to improve punctuality, reliability and accessibility. However, this will not resolve the full range of bus passenger needs summarized in 3.6.1 below. There remains the challenge of ensuring that the network does not contract to the detriment of our most vulnerable communities, and there is still far greater scope to attract more commuters back to bus travel. To achieve this, we recognise that fundamental work is needed to redefine the way in which local and national public subsidy and private bus operator investment is brought together within Greater Manchester to deliver a consistently high quality and integrated bus system across the conurbation that is also best designed to support the wider objectives of reduced deprivation and sustainable economic growth. We are currently exploring all ways with Government and operators to achieve this.

3.3 Car Travel

3.3.1 The growth in the economy has also led to an increase in overall road travel in Greater Manchester. This has been managed to a reasonable degree through the completion of the M60 motorway at the start of the last decade, which has acted as a short-term pressure valve, and also by the increase in public transport travel discussed above. As a result:

- the total number of vehicle kilometres on A-roads has held steady over the decade;
- the number of serious accidents around the local road network fell significantly during the last decade; and
- the number of morning peak car journeys into Manchester city centre has reduced by 15%, whilst total commuting numbers have increased, with journeys transferring onto public transport, cycling and walking alternatives

3.3.2 However, some significant challenges remain:

- the total number of vehicle kilometres on the local motorway system has increased by 25% since 2000, presenting challenges at many key sections and average speeds of just 34 mph across the GM motorway system in the morning peak period;
- 80% of cars on key commuting routes in the morning peak have just the driver on board;
- much of the previously available capacity on public transport, particularly on rail and Metrolink systems, into Manchester city centre has now been taken up; and
- car trips still account for nearly 60% of all commuting trips into the other key Greater Manchester centres outside Manchester city centre.
- Emissions of NOx from road traffic are estimated to have reduced by 18% between 2004 and 2007, mainly due to improved vehicle technology, but this has had very little impact on actual

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concentrations of NO₂ at the roadside. However, CO₂ emissions from road traffic were up 1% over the same period

3.4 Walking and Cycling

3.4.1 In recent decades, the growth in car ownership and use has resulted in a decline in cycling and walking. Although the number of walking trips rose by 2% between 2003/4 and 2007/8, this has not been enough to reverse the previous downward trend. Around 15% of people commuting by car travel less than 2km (just over 1 mile) – and more than 30% of car commuters travel less than 5km (around 3 miles) – distances that most people could walk in the first instance or cycle in the case of the latter. Measures put in place over the last ten years to improve safety, provide infrastructure and to promote sustainable travel have had some success:

- the number of people cycling has increased by 17% since 2005
- surveys have recorded higher levels of people walking into key centres during the morning peak

3.5 Views of the travelling public and businesses

3.6 GMITA/PTE and the Greater Manchester authorities are keen to ensure that their transport investment priorities fit closely with the needs of local residents, workers travelling into the conurbation and local businesses. The work to develop the LTP3 strategy has benefitted from a large volume of consultation and survey data. As a result, we have a clear view of user (and non-user, in the case of public transport) priority areas for improvement across public transport journeys, car journeys and freight traffic, which the outline strategy – set out in the next section of this document – aims to satisfy.

3.6.1 Bus Journey Priorities

- Service reliability and punctuality*
- Shorter journey times
- Better frequencies, both in the daytime and after 6pm
- More attractive fares and ticketing*
- Clear and accurate service information*
- Cleaner and more comfortable vehicles
- An improved sense of safety and security whilst travelling

3.6.2 Metrolink Journey Priorities

- Service reliability and punctuality*
- More attractive fares and ticketing*
- Less overcrowding at peak times
- Clear and accurate service information*
- An improved sense of safety and security whilst travelling
- The need for more car-parking at stops

DRAFT

3.6.3 Rail Journey Priorities

- Service reliability and punctuality*
- Less overcrowding at peak times
- Better frequencies
- More attractive fares and ticketing*
- Clear and accurate service information*
- Cleaner and more comfortable vehicles
- The need for more car-parking and improved passenger facilities at stations

* The issues of service reliability/punctuality, more attractive fares/ticketing and service information is common across all three public transport modes.

3.6.4 Car Journey Priorities

- Well maintained, good quality roads
- Feeling personally safe throughout the journey
- Ease of finding car-parking
- Affordable running costs
- Cost of car-parking
- Reliable journey times during peak commuting hours

3.6.5 Pedestrian Journey Priorities

- Improved pedestrian crossing facilities, as well as crossing patrols and other walk to school initiatives.
- Improved street lighting and route design to enhance personal safety and security.
- Improved signage, maps and information on pedestrian routes.
- Improved footway surfaces (particularly for wheelchair users, parents with pushchairs etc)
- Development of attractive recreational walking routes.
- Traffic management / speed controls in support of pedestrian safety.
- Improved signage and information on pedestrian routes

3.6.6 Cycle Journey Priorities

- Protection of cycle lanes from other (moving and parked) road traffic through traffic management and speed control measures.
- Maintenance and signing of cycle lanes.
- Network-style development of safe cycle routes along key commuting corridors.
- Development of integration between cycle and public transport journey opportunities.
- Improved cycle storage at key destinations.
- Development of further cycle training opportunities for all ages.

DRAFT

3.6.7 Freight Journey Priorities

- Consistency of journey times
- Clear and accurate information on preferred freight routes and, potentially, real-time network incidents
- Improved access for deliveries to key distribution sites, major developments and town centre destinations
- HGV network priority opportunities
- Lorry parking / driver rest opportunities

3.7 Other Key Transport Issues

3.7.1 Through our research, we have also developed a strong understanding of the views of residents, workers and businesses on the general picture of travel around Greater Manchester. The key issues that are most regularly raised include:

- **Environmental and public health concerns**

An increasing number of people and businesses across Greater Manchester recognise the carbon and air quality implications of travel by car, and are looking for alternative travel options that fit with their busy lives.

- **Accessibility**

Most people and businesses remain concerned to ensure that our local transport system is accessible for all, including people with disabilities. There is also a growing recognition of the need to better integrate travel considerations into housing and commercial developments.

- **Changing patterns of working and living**

Modern lifestyles and working patterns are increasingly cited as presenting challenges for people and businesses in using more sustainable forms of travel. The need for more flexible ticketing systems and better services outside traditional "9-to-5" pattern are increasingly highlighted as key features in this regard.

- **Integration / End-to-End Journeys**

Businesses and residents continue to highlight the importance of integrated transport service provision, ticketing and information in enabling them to travel most effectively and by the most appropriate form of transport as they go about their daily lives.

DRAFT

4 Delivering our Objectives

4.1 Introduction

4.1.1 Our transport strategy over the last 10 years (LTP1 and LTP2) aimed to encourage, wherever possible, travel by sustainable modes: public transport, walking and cycling, rather than by the private car and to support the regeneration of our town and city centres. This strategy has received broad support through public consultation and has seen some success (as shown in section 3), although there is still much to be done. Although we believe that the broad direction of our existing transport strategy is the right one, we now need to re-focus to help deliver the overall strategy for Greater Manchester and to reflect national and local concerns about the economy, climate change and public health. Our priorities to deliver our objectives are therefore as set out below.

Economy

- In line with GMS, prioritised investment in cost-effective major road and rail-based transport interventions that will create maximum economic (GVA and employment) benefit, whilst also ensuring enhanced strategic social and environmental benefits.
- Access from residential areas - particularly those prioritised for housing growth - to key education and employment areas in support of Greater Manchester's skills and worklessness of objectives.
- Access for freight to key economic centres and sub-regional freight facilities
- Surface access to Manchester Airport.
- Efficiency, reliability and capacity of rail and road networks.

Carbon/Climate Change

- Integrated spatial and transport planning in support of lower carbon economic growth
- Integrated "smarter travel choices" systems to promote lower carbon travel choices
- Promotion of lower carbon travel options – public transport, cycling and walking - for all travellers
- Improved environmental performance across transport fleets and infrastructure
- Effective management of travel demand to minimise carbon waste
- Best practice procurement to improve the carbon impact of investment and maintenance schemes
- Improving the resilience of the transport system to climate change and peak oil

Public Health and Wellbeing

- A network of safe cycle routes in support of greatly increased levels of cycling across Greater Manchester
- Increased levels of walking across Greater Manchester
- Reduced incidents of casualties on the network
- Enhanced personal safety and security on all public transport networks
- Reduced harmful emissions, and noise from road transport

DRAFT

- Improved access to health facilities

Sustainable Neighbourhoods and Public Spaces

- Increased access from priority neighbourhoods to areas of opportunity
- Improved access for people with disabilities
- Reduced impact of road traffic on deprived areas and priority neighbourhoods
- Improved quality of public realm in support of neighbourhood renewal and increased cycling and walking
- Reduced impact of traffic on protected natural sites

Value for Money

- Maximised efficiency of networks,
- Effective prioritisation of spending to maximise contributions to economic growth priorities and maximised additional third party funding in support of spending priorities.
- Best practice procurement to drive value for public money
- Improved satisfaction with the performance of GM's transport network

4.1.2 Our proposed approach to each of these priorities is set out in sections 4.2 to 4.6 below. The key delivery components of our strategy are then summarised in section 5.

DRAFT

4.2 Delivering our Objectives: Economy

4.2.1 **Prioritised investment in cost-effective major transport interventions that will create maximum economic benefit, whilst also ensuring enhanced strategic social and environmental benefits.**

4.2.1.1 Prioritisation of public and private sector spending across transport, housing and regeneration lies at the heart of the MIER findings, the Greater Manchester Strategy and the Greater Manchester Combined Authority/LEP model. As discussed at 2.1.6 above, we will be seeking to ensure that spending priorities are taken first and foremost across these disciplines, rather than simply within them as is traditionally the case, so as to ensure that total spending is all best aligned at driving Greater Manchester's productivity and employment levels through business growth and reduced deprivation in a fully targeted manner.

4.2.1.2 The Greater Manchester Authorities have undertaken a rigorous assessment of major schemes that could be funded and delivered by 2020 and contribute most to economic growth, GVA and increased productivity, whilst also contributing to positive social and environmental benefits overall. The agreed list of schemes, covering Metrolink, road, rail and bus networks comprises a £1.5 billion programme: the **Greater Manchester Transport Fund**. This is in addition to schemes that are already underway, or programmes of smaller schemes. We will be carrying out a similar assessment of smaller schemes to maximise their contribution to our objectives. Through the Greater Manchester Transport Fund, the following investment schemes have already been identified as the priorities in driving productivity:

- Metrolink: Chorlton to East Didsbury
- Metrolink: Droylsden to Ashton
- Cross City Bus Package
- Park and Ride in Greater Manchester
- Metrolink: Rochdale Town Centre
- Metrolink: Oldham Town Centre
- Metrolink : Airport and Second City Crossing
- Contributions to Local Rail Stations
- Altrincham Interchange
- Bolton Town Centre Strategy (formerly Bolton Interchange)
- Leigh-Salford-Manchester Busway
- SEMMMS road scheme
- Longdendale Integrated Transport Strategy
- Ashton Northern Bypass Stage 2
- Wigan Inner Relief Road

4.2.1.3 In addition, the expansion of Metrolink to Trafford Park; the development of a new Interchange and new town centre access scheme for Stockport; and the identification of optimal transport solutions for the north Bury and West Rochdale corridors that feature the East Lancashire Railway.

DRAFT

- 4.2.1.4 **Metrolink** has a proven track record of taking car trips off the road. By the end of 2012 four new lines will nearly double the size of the tram network with 20 miles of new track and 27 new Metrolink stops. The new lines will go to Oldham and Rochdale, Chorlton, Droylsden and MediaCityUK. The new lines will build on the improvements being rolled out at stops on the Bury and Eccles lines, new ticket machines and passenger information screens and additional trams to reduce crowding. The effect will be to take five million car journeys off the roads each year and increase the number of daily passenger trips on Metrolink from 55,000 to 90,000.
- 4.2.1.5 As part of the Greater Manchester Transport Fund, we will further extend Metrolink to Oldham and Rochdale town centres, Didsbury, Manchester Airport and Ashton-under-Lyne and build a second route across Manchester city centre from the G-Mex stop to Victoria. This will provide greater access to a wider area of the city centre and will give us greater flexibility for operating our services on the extended network. We will also carry out additional work to review the proposed route to the Trafford Centre, although the funding for the scheme is not yet in place, and to further develop options for bringing Metrolink to Stockport.
- 4.2.1.6 In the long term we would like to extend the benefits of Metrolink-style routes and services to more parts of Greater Manchester, making public transport more competitive with the car in terms of speed and expanding the labour market catchments of town and city centres. This could involve increasing the capacity of the existing Metrolink system, new Metrolink routes or other types of 'rapid transit' routes. These could include proposals for extending Metrolink onto the local rail network by track sharing with other rail services where capacity exists, or Bus Rapid Transit routes, involving some sections of off-highway route (as with the proposed Leigh- Salford-Manchester Busway). Other options are Bus Transit, involving comprehensive upgrading of specific bus routes to make them faster and more attractive; new express bus routes; or simply an enhanced version of the existing Quality Bus Corridors. There is also the potential to introduce express bus services initially in order to build up the future market for new rapid transit lines.
- 4.2.1.7 Clearly, given the current funding constraints, it will be may take some time before major investment in further new routes will be possible. However, we believe that it is important to begin to look at the options now so that we can take advantage of any future funding opportunities and also plan new commercial and residential developments in tandem. A primary example of work being undertaken here is to review Greater Manchester's long-term aspirations for rapid transit services around Stockport, so as to develop the optimal solutions that complement the wider strategic development of the town centre. However, other corridors of long-term demand are emerging through work being undertaken in tandem with the developing Greater Manchester Spatial Framework.
- 4.2.1.8 **The bus network** is by far the major mover of people by public transport in Greater Manchester, but buses are often delayed by heavy traffic and have suffered in the past from a poor image: we need to address this and ensure that the standards now being reached by the best services are replicated more widely. The Greater Manchester Transport Fund includes four bus schemes. The Leigh- Salford – Manchester Busway will greatly reduce travel times between Leigh and Manchester, through the use of bus priority measures and a section of off-road busway using a former railway line. A second scheme, The Cross City Bus Package, aims to make it easier for passengers on three major bus corridors (from East Didsbury, Boothstown and Middleton) to cross Manchester city centre by introducing through

DRAFT

routes, with bus priority to improve reliability, particularly in the city centre. This will make public transport a more attractive option and strengthen access to key employment sites.

4.2.1.9 The final two major bus schemes are public transport Interchanges, at Altrincham and Bolton. These will make connections between different public transport modes easier, and are a key element of regeneration plans for both towns. In addition, we intend to build a new facility in Rochdale town centre, replacing the existing bus station and providing interchange with Metrolink. This scheme also forms part of a major town centre regeneration scheme. We also intend to bring forward plans and funding for a further interchange, in Stockport town centre, and a related package of measures to improve access to Stockport town centre. Outside of the Greater Manchester Transport Fund, we will bring forward other, smaller bus improvement measures such as interchange improvements or the development of bus priority measures, as funding permits. These will include a new interchange at Wythenshawe, replacing the existing bus station and linking with Metrolink.

4.2.1.10 The benefits of investment in capital schemes around the bus network can, however, only be maximised if the right arrangements are in place to secure value for money by optimising how public subsidies (both local and national) and private sector investment in service provision come together to enable bus operators to develop markets in a way that most directly contributes to Greater Manchester's objectives for driving economic growth and reducing deprivation. This is discussed further at 4.2.3 below.

4.2.1.11 **The rail network** is one of the engines of growth in the conurbation. In particular, it must support the growth of the Regional Centre, where the number of jobs was forecast to increase by over 35% by the early 2020s. Whilst the recession will slow the pace of this growth, the network will still need to accommodate a large increase in passengers travelling in to the centre, not just from Greater Manchester but from the wider travel to work area, if this growth is to be achieved without reducing the efficiency and reliability of the road network. We therefore need to increase the number of passengers using services both within Greater Manchester and to Greater Manchester from neighbouring areas.

4.2.1.12 We will do this by working with DfT, Network Rail and the train operators, within what is likely to be a challenging funding environment, to improve train capacity, frequencies and service patterns and to agree policy on the level and structure of fares, station standards (including accessibility for disabled people), ticketing and the introduction of smartcards and environmental policy. The result will be to produce an agreed Rail Strategy for Greater Manchester, which will set out a vision for bringing the network up to 21st century standards and which we will use as the basis for working with partners to deliver improvements. Our priorities are to secure:

- additional rolling stock to alleviate serious overcrowding on some of our rail corridors;
- improvements in network capacity (particularly through Network Rail's work on the 'Northern Hub', previously called the Manchester Hub and their Route Utilisation Strategies);
- an increase in the capacity of the network through Manchester;
- infrastructure improvements (including Manchester – Liverpool electrification);
- upgrades to key stations such as Manchester Victoria, Stockport, Wigan North Western, Salford Central and Salford Crescent; and

DRAFT

- direct benefits for Greater Manchester from national plans for High Speed Rail.

4.2.1.13 The Northern Hub has been consistently identified as the most important transport infrastructure scheme for the economy of the north of England as a whole. The scheme, which has been developed by Network Rail in partnership with GMPTE and key rail industry partners, has been designed to provide the most cost-effective solution to providing additional capacity through the critically congested section of the network that focuses on central Manchester, but which impacts on services into the Midlands, Merseyside, West Yorkshire and on to the North East. The connectivity that the scheme will deliver is essential in providing the right conditions for sustainable economic and business growth in and around Greater Manchester. Indeed, work undertaken to date demonstrates that the scheme holds the potential to unlock in excess of £4bn additional GVA, and Network Rail regard it as the strategic priority for delivery in the 2014-19 (Control Period 5) delivery period. Beyond this, the delivery of High Speed Rail will allow the regional connectivity benefits of the Hub scheme to be realised further still through enhanced national connectivity.

4.2.1.14 Through a 'Rail Protocol' agreement, we will engage with government and the rail industry to ensure that the specifications for rail franchises take full account of the travel needs of Greater Manchester's residents and businesses, and have 'a seat at the table' with DfT and Network Rail on capital investment decisions, such as the Northern Hub and High Speed Rail.

4.2.1.15 We will also promote major station developments (by the rail industry) that complement and enhance town and city centre regeneration projects and will ourselves contribute to improvements at a number of key stations where this will benefit our economic, or wider objectives eg Manchester Victoria, Stockport and Wigan North Western. Greater Manchester will also continue to invest in smaller scale station improvements, focussing on information, safety and security and accessibility. Investment will be prioritised mainly on station usage.

4.2.1.16 To enhance transport links to key employment destinations and support development proposals, including in the Heywood area, we are undertaking the East Lancashire West Rochdale Area Study and will bring forward proposals accordingly. The study includes an assessment of the role that the East Lancashire Railway, now a heritage line, could play in improving access.

4.2.1.17 **Park and ride** has an important role to play in managing the impact of car travel at peak commuting times and in increasing patronage on public transport. We plan to increase the number of park and ride spaces at locations with the greatest potential to intercept car trips, reduce the number of car miles travelled and achieve modal shift and will work with the Highways Agency to identify these locations. We will focus primarily on Park and Ride serving the Regional Centre, but opportunities to develop sites which also serve District centres are being considered. To ensure that car drivers can transfer to Park and Ride before entering the areas with the heaviest traffic and to avoid taking passengers from existing public transport, these sites will generally be outside the M60 ring: at rail stations, Metrolink stops and for bus services where a high level of bus priority means a fast and frequent service can be provided (including the Leigh-Salford-Manchester busway). Unless fast journey times can be provided, bus-based park and ride is unlikely to be prioritised in the shorter term as competitive journey times will be essential in attracting sufficient passengers. The provision of cycle parking will be an integral part of park and ride schemes.

DRAFT

4.2.1.18 **'Smarter travel choices'** (also known as Travel Behaviour Change) will be a key mechanism to drive patronage on new and upgraded public transport systems and so activities, such as travel planning and promotion, will be an integral part of this strategy. Our proposals, based around three key principles of "information, education and awareness", are described in section 4.3 below.

4.2.1.19 Although our strategy is focussed on encouraging travel by public transport, walking and cycling, and making the best use of the existing network, we recognise that in a limited number of situations, new roads can be of benefit to the local economy and the local environment. As part of the Greater Manchester Transport Fund, we plan to build the Ashton Northern Bypass (stage 2) and the Wigan Inner Relief Road, both of which form a key part of regeneration schemes and the 'SEMMMS' Relief Road (proposed as part of the South East Manchester Multi Modal Strategy), linking Manchester Airport to the A6, which is part of a package of measures to relieve local communities from the impact of heavy traffic and to improve access to the Airport. In the longer term, we will seek to develop the A6 Stockport North-South Bypass and the A555 Poynton Bypass, for which there is currently no funding. Whilst these schemes add additional road capacity, they will enable us to re-allocate roadspace on the existing routes, to give more priority to public transport, walking and cycling. We will also implement an integrated transport solution to the traffic and transport problems in Longdendale (The Longdendale Integrated Transport Strategy). Although this may include a new road, this is likely to be smaller in scale than the bypass previously proposed by the Highways Agency, and would form part of an integrated package of measures, including public transport, walking and cycling.

4.2.2 Efficiency and reliability of current networks

4.2.2.1 The current economic situation means that it is more important than ever to make the best use of existing networks. The effective management of and minor improvements to Greater Manchester's strategic highway routes has a key role to play in ensuring business and community life functions in a sustainable manner. Our aims are to: improve the efficiency and reliability of key routes for workers, customers and suppliers to significant centres of economic activity; support an increase in walking and cycling; improve the safety of the road network; and optimise use of the network by giving people information about their travel choices.

4.2.2.2 For effective **management of the strategic highways network**, there needs to be a partnership approach involving all the national, sub-regional and local government authorities who have responsibility for different parts of it. We intend to set up a strategic group comprising representatives of the Department for Transport, the Highways Agency, GMITA and GMPTE (or their successors) and the ten local highway authorities to oversee the development of a strategy for managing the road based transport network across the area. We will also work closely with Network Rail to reduce the number of bridge strikes by freight vehicles: this will increase the reliability of both the rail and road networks.

4.2.2.3 We plan to optimise traffic signals, traffic regulation orders and traffic lane usage on strategic routes to key destinations to improve reliability. Linked to this will be better enforcement of parking and moving traffic offences on key routes at key times. Incidents can have a major impact on reliability, and we will adopt strategic traffic management for road works, developers' works and major events (eg sporting events) and will improve the provision of travel information to the public. To make this possible, we will develop a single control centre for incident and routine management of the network, across all forms of

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transport. This will link to the North West regional traffic control centre at Newton-le-Willows and to local authority and Police traffic management centres.

4.2.2.4 Our approach to managing the highway network to optimise efficiency is mirrored by the Highways Agency in relation to the motorway network. Their approach is now to promote development in sustainable locations, encourage behavioural change, demand management, and apply technological innovation to the day to day operation of the network, with capacity enhancements seen as a last resort. Their approach to improving capacity and reliability will be to introduce 'Hard Shoulder Running' (HSR) on sections of the Greater Manchester network, in addition to some limited carriageway widening. The government is looking to start the following schemes in 2011/12 and 2012/13 (although this is subject to the Comprehensive Spending Review):

- adding a lane to the westbound M60 between J15 and 12 (as recommended in the M60 J18 to J12 multi-modal study)
- Hard Shoulder Running on the M62 J18 to 20
- Hard Shoulder Running on the M60 J8 to 12

In the longer term, Hard Shoulder Running is also planned for

- M60 J24 to 27 and J1 to J4 (including the link to M56 J3)
- M60 J12 – J18
- M62 J10 - J12

4.2.2.5 We will adopt an 'Integrated Demand Management' approach with the Highways Agency whereby traffic controls on the motorway network are co-ordinated with those on the adjoining local road network. This will help us to better manage the highway network both for local needs and to support strategic international, national and regional movements into and through Greater Manchester.

4.2.2.6 We are also aware of the potential for increased levels of cycling to increase the efficiency of the transport network. The economic benefits of cycling include lower transport costs, better access to jobs, improved health and reduced absences for employers. Cycling can also widen the catchment area for rail and Metrolink and, by increasing the number of passengers and fares paid, make public transport more viable.

4.2.2.7 Our approach to Network Management also supports our objectives for Climate Change, Public Health and Safety and Sustainable Neighbourhoods, as set out in those sections.

4.2.2.8 A key part of network management is to ensure that the needs of all road users are catered for and to reallocate roadspace to give greater priority to public transport, walking and cycling to encourage modal shift. **Bus punctuality and reliability** is affected by traffic levels and incidents on the highway network and this is one deterrent to increasing patronage, alongside the issues of network coverage and service quality discussed elsewhere in this document. We have already introduced a network of Quality Bus Corridors, which have increased patronage and punctuality, reduced the gap between car and bus journey times and reduced the variability of journey times (as well as bringing benefits in terms of accident reduction, improved accessibility and better waiting areas and walking and cycling facilities). To

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gain the maximum benefit from the bus priority measures included in the schemes, we need better enforcement of the bus lanes.

4.2.2.9 There are still numerous 'hotspots' on the network where buses are delayed. We therefore aim to improve journey times for buses relative to those of the car through additional bus priority measures at selected locations. Coupled with this, the future introduction of smartcards will speed up boarding and further improve journey times.

4.2.2.10 The **maintenance of the road network** impacts on efficiency and reliability for freight, car traffic, buses and cyclists alike and optimal maintenance of key routes to significant centres of economic activity, such as town and city centres, the Airport and Trafford Park, is vital for workers, customers and suppliers. We aim to optimise the condition of the highway network within the resources available utilising sound asset management principles, and developing clear plans for asset management. We will introduce a single maintenance standard for the strategic road network within local authority control and include maintenance in the network management permit scheme (through which Utility companies gain permission for streetworks) to ensure that maintenance activities on strategic routes are normally carried out during late evening and night-time wherever possible. Maintenance programmes will prioritise road safety and walking and cycling, as well as local priorities. Measures to improve the environmental performance of road maintenance are described in section 4.3 below.

4.2.2.11 In addition to routine maintenance, there is the need to replace a significant number of Greater Manchester's, bridges, retaining walls, gullies and culverts, many of which date from Victorian times, and to improve highway drainage, in order to maintain the resilience of the network (particularly during severe weather). Significant investment will be needed to achieve this, and priorities will need to be identified over a long-term period.

4.2.3 **Access from residential areas - particularly those prioritised for housing growth - to key education and employment areas.**

4.2.3.1 Ensuring that people living in deprived areas can access key education and employment destinations will help to reduce inequality and increase levels of economic activity. Enhanced access, particularly by sustainable modes of transport, is also important for the success of key strategic employment sites. This includes ensuring that access is also effective in and around these centres. Access may, however, relate as much to fares, ticketing and information (which are covered in section 4.3.2 below) as it does to the provision of services.

4.2.3.2 **Bus** is the largest single provider of public transport trips within Greater Manchester and will remain so over the short, medium and longer term as a result of its flexibility and ability to span a range of different locations. It is often the most efficient way of providing public transport to a new location. As well as being the mode of choice for many commuters, it will continue to cater for shorter distance trips and be the means by which many children get to school. In terms of integration, bus will also play a key role in providing feeder services to fixed track modes for an onward line of travel. Critically, given the prime need to reduced the costs of deprivation in Greater Manchester, the bus network will offer the best solution in the vast majority of cases to help people back into employment by linking neighbourhoods with key areas of economic activity.

DRAFT

- 4.2.3.3 Greater Manchester has an extensive public transport network, with most residents having access to a local centre providing key services. However, recent years' trends in bus travel demonstrate that further work is needed to develop service patterns that meet the needs of communities most effectively, particularly in helping people to access employment and education. We therefore wish to optimise network coverage (both spatially and temporally) through new approaches to the provision of commercial services GMPTE-tendered services. We have reviewed the bus network, with the aim of removing duplication, creating more even intervals between buses, improving integration between services and serving new areas with unmet transport needs. As a result we have developed a 'Target Bus Network' which better supports the pattern of development in Greater Manchester, particularly in the evenings and on Sundays. To achieve this, we also need to ensure that all subsidies that support bus provision in Greater Manchester are being as used efficiently as possible – evidence suggests that this is not the case at present. This will require new ways to determine at a Greater Manchester how all public subsidy – which is currently provided in part locally and in part nationally – is brought together and clearly focussed on reducing deprivation, supporting sustainable growth and, hence, improving efficiency across the system. The Target Network, along with proposals for improving punctuality and reliability (described above), voluntary Quality Partnerships and a Code of Conduct for bus operators, (described below) and our proposals for ticketing and interchange (described section 4.3.2), form our Bus Strategy, which we plan to deliver in partnership with operators.
- 4.2.3.4 Most bus services operate on radial routes into town and city centres, which means that many orbital journeys can only be made by changing buses in centres. We will continue to develop orbital bus routes to serve non-radial travel patterns where they offer the greatest potential to contribute to our wider objectives.
- 4.2.3.5 Where services can not be provided commercially GMPTE is able to provide tendered services to meet social needs, including 'demand responsive' services (using a range of vehicle types, ranging from buses to taxis) where demand is very low, but the limited budget means that it will never be possible to provide all the desired services. There are currently a number of agencies who provide some kind of demand responsive service (eg Ring and Ride, Social Services, NHS) and there is scope to better co-ordinate to improve the efficiency of the way vehicles are used. Our aim is therefore to continue the work begun through the 'Integrated Social Needs Transport' project to achieve greater co-ordination of provision across the various providers. We also need to keep the need for demand responsive services under review, so that it can best complement new approaches to traditional bus service provision as they are implemented during the lifetime of this Plan.
- 4.2.3.6 **Hackney and private hire** cabs will continue to play an important role for people who do not have access to a car (or do not want to use it eg to access the Airport), as the final 'leg' of a public transport journey, and for people who are unable to use public transport. They also play a key role in supporting the night time economy. We will continue to make provision for taxis at public transport interchanges and will use them to provide 'demand responsive' Local link services where demand is very low. The number of licenses issued by Licensing Authorities will be kept under review.
- 4.2.3.7 The Greater Manchester Planning Authorities are currently producing their Core Strategies, which identify locations for future development, but these are at different stages in the process, and not all the future locations for development have been finalised. These strategies will also feed into a Spatial

DRAFT

Framework for GM, identifying key housing and employment priority areas that will strongly influence any future plans for major investment in transport. Many key sites are, however very well located in relation to public transport, eg the proposed Metrolink lines to Oldham/Rochdale and Ashton. Our proposals for integration with land use planning are described in section 4.3.1.

- 4.2.3.8 We aim to improve the quality of bus travel by addressing service standards (for punctuality and reliability), vehicle standards (in terms of accessibility, engine emissions and cleanliness), driving standards and waiting facilities. By March 2011, we will have reached Voluntary Partnership Agreements with the majority of bus operators in Greater Manchester. These agreements contain a Code of Conduct which sets out challenging stretch targets for reliability, punctuality and vehicle standards. In terms of waiting facilities, we will continue to upgrade bus stations and stops. Under the Disability Discrimination Act (DDA), buses need to become fully accessible by 2017 and we will develop a programme to raise the kerbs at bus stops, thereby providing level access. This will build on the work we have already done at bus stops on the QBC routes.
- 4.2.3.9 Over the last decade, we have implemented a network of Quality Bus Corridors, involving significant amounts of bus priority. We will now roll out Quality Partnership schemes on these corridors, whereby operators will commit to high standards for punctuality, reliability and vehicles, in return for the reliability improvements already implemented. These benefits would be secured for a 10 year period. We will introduce these initially on 2 corridors, Manchester- Hazel Grove and Leigh-Bolton, and then incrementally across the 200km of routes..
- 4.2.3.10 We believe that there is the potential for a new relationship with bus operators based on more effective targeting of public sector support for bus services (ie funding for tendered services and reimbursement for concessionary fares), and to secure fares and service levels tht operate to the maximum benefit of passengers. We hope to do this through partnership, but in the event that we are not able to meet our objectives, we will consider the introduction of a Quality Contract scheme

4.2.4 Access for freight to key economic centres and sub-regional freight facilities

- 4.2.4.1 Our plans for the management of the road network, outlined above, will improve journey time reliability for deliveries and for business travel in general. We aim to explore how existing and planned information systems can be better used for the benefit of **freight traffic** (eg through SATNAV companies) as well as cars or public transport, and in terms of both traffic flow and directions to destinations. The development of an integrated Urban Traffic Control Centre will give better access to electronic information on road works, which would be delivered via direct communication in cab.
- 4.2.4.2 We need to move more freight by rail and water, in order to meet environmental and health objectives and to protect vulnerable neighbourhoods. There have been various proposals for intermodal freight facilities in the north west, but decisions on the best location will be influenced by proposals emerging from the Northern Hub rail study, with investment from 2014 onwards, which will determine the capacity of the local rail network to accommodate additional freight. The location of freight generating/attracting land uses obviously influences the choice of mode and affects the management of the highway network, and this needs to be taken into account in spatial policy. A Masterplan is currently being developed for

DRAFT

the Mersey Ports, which envisages making much greater use of the Manchester Ship Canal for freight. The planned development of a multi-modal freight interchange at Port Salford will be key to this .

4.2.4.3 Heavy Goods Vehicles are a major source of air pollution and noise in some areas and we need to take action to reduce emissions and to route vehicles away from sensitive areas whilst maintaining access for deliveries. Emissions will be reduced as fleets are replaced, but the current and future economic situation is delaying the replacement of HGVs, as opposed to vans, with HGV registrations 42% down in 2009 compared with 2008, and 24% down on 2009 in the year to date. Additional measures may be necessary to meet EU emissions targets, and we will need to consider whether Low Emissions Zones are desirable. Another alternative is HGV bans in District centres. This would encourage deliveries by LGVs which are easier to retrofit and power by alternative fuels than HGVs, but would mean more vehicle trips to deliver the same quantity of goods. It could also be a means of achieving more transshipment centres, or ensuring LGV, rather than HGV, deliveries from regional warehouses.

4.2.5 Surface access to Manchester Airport

4.2.5.1 **Manchester Airport** is a key driver of the Greater Manchester economy, with passenger numbers forecast to rise to 32 million per year by 2015. Surface access is one of the four key aspects of airport capacity, along with airspace, runways and terminals, and the airport is a key node in the regional transport network for road, rail and coach. Surface access accounts for around 60% of the CO₂ emissions from the site. The local authorities and the Airport both recognise that a step change in public transport networks serving the airport is needed to increase the range of travel options for passengers and staff, and to improve access to employment opportunities, particularly from nearby deprived neighbourhoods.

4.2.5.2 Our proposals to bring Metrolink to the Airport to capture journey to work trips from the neighbouring areas have been described in section 4.2.2 above. Other key interventions needed to encourage sustainable travel are: rail capacity improvements to the Northern Hub (which would allow the longer term development of the Western and Eastern strategic rail links); additional rail services; airport facilities at rail stations; bus priority measures to improve reliability; improved coach, bus and demand responsive services; enhanced walking and cycling measures and travel planning/promotion. The SEMMMS road scheme, referred to in section 4.2.2 above will improve airport access from Stockport, East Cheshire and parts of Derbyshire. In addition, the Airport are committed to improving various local road links as part of the planning consents for the second terminal and runway. Manchester Airport's 'Ground Transport Strategy', which is currently being revised, sets out the means by which they will improve access, particularly by non-car modes, and we will work with the Airport to deliver this.

4.2.5.3 Manchester Airport's World Freight Terminal has expanded to meet the demand from across the UK, handling over 170,000 tonnes of inbound and outbound freight every year. The facility is located adjacent to junction 6 of the M56 motorway and the key advantage of this location is that it can help to promote supply chain efficiency. As part of the network management strategy described at 4.2.1, we will work with the Highways Agency to ensure that the motorway network is most effectively managed to handle the levels of traffic generated.

DRAFT

4.3 Delivering our Objectives: Carbon/Climate Change

4.3.1 Integrated spatial and transport planning in support of lower carbon economic growth

4.3.1.1 The integration of transport and spatial planning is crucial in three respects. Firstly the location of development can reduce the need to travel, or increase the likelihood of travelling by sustainable modes. Secondly, there is a need to ensure that public investment in transport infrastructure supports the key development sites that will contribute most to the economy of Greater Manchester and the quality of life of its residents. Finally, the detailed design of new development can play a significant role in encouraging people to travel by sustainable modes, for example by allowing for bus access, incorporating cycle routes/parking or giving pedestrians priority over cars. The Government's Low Carbon Transition Plan envisages that a large proportion of the required carbon savings from transport will be delivered through better integration with spatial planning.

4.3.1.2 The Greater Manchester planning authorities are developing their Core Strategies, setting out the long term spatial vision (up to 2026/27) and the broad quantity and geographic distribution of different types of development. A joint study with the Highways Agency has identified the impact that this planned development is likely to have on transport networks. Many of the key locations for economic growth are well planned in relation to existing or planned public transport networks, for example the Regional Centre and town centres, The Corridor (the area between St Peter's Square and Whitworth Park in Manchester), MediaCityUK, Sportcity, Salford Quays and the Airport. However, other development areas, particularly close to the M60 ring, are likely to encourage car travel and there will be a need to provide and promote sustainable transport alternatives if longer journey times are to be avoided.

4.3.1.3 The Greater Manchester Spatial Framework, referred to in section 4.2.3, will set out spatial priorities for the next 10 years and provide a coherent set of spatial priorities for delivery and investment in key areas such as housing and transport. In the past, there has been the assumption that the transport needs of new development will be publicly funded, but given the current economic situation there will be a need to prioritise the potential for partnership solutions to complement public investment, including direct private sector provision of infrastructure. The challenge will be to ensure that new development is, as far as possible, integrated with the existing public transport network so as to encourage sustainable travel, without inhibiting the economic growth that Greater Manchester needs.

4.3.2 Integrated "smarter travel choices" systems to promote lower carbon travel choices

4.3.2.1 An integrated "smarter travel choices" strategy for Greater Manchester has the potential to deliver a change in travel behaviour towards lower carbon travel (ie public transport, walking and cycling), to contribute to climate change objectives, as well as to public health ones through increasing activity levels. A high proportion of car trips are short distance, indicating a big potential to switch to walking and cycling, but we need to deliver a step change in our supporting promotional programmes in order to encourage this. In the past the impact of our work in this area has been reduced due to a fragmented approach between different authorities and organisations.

DRAFT

- 4.3.2.2 A coordinated smarter travel choices programme based on the three principles of information, education and awareness raising has great potential to increase the usage, and hence value for money, of major public transport schemes. Encouraging more walking and cycling to school will also be beneficial in terms of value for money, given the high cost of providing school bus services. We intend to establish an integrated model of delivery for Travel Behaviour Change across GMPTE, District Councils and other potential partners and to identify priority areas of activity to maximise the impact of this across Greater Manchester. This will include the identification of clear investment priorities for cycling and walking, but will also provide a comprehensive approach to information, ticketing, travel planning, marketing/promotion and initiatives such as car sharing/car clubs.
- 4.3.2.3 Although we have been successful in encouraging many businesses to develop travel plans, our main focus has been on fulfilling the statutory duty for schools to develop travel plans. With the majority of such travelplans now in place we need to focus on maintaining them to ensure that they remain effective. We also need to prioritise support mechanisms, such as websites, supporting material and improvements to the Journey Planner, for the development of destination (eg workplace, schools) and community travel plans by others and to ensure that these are monitored effectively. We aim to develop brand awareness and unified marketing at the Greater Manchester level and improve the linkage between behavioural change promotions and infrastructure developments in public transport, cycling and walking. In particular we need to focus on the provision of travel information, to make people aware of their travel choices, both currently and in relation to the future developments set out in this strategy).
- 4.3.2.4 Improvements to public transport will clearly play an important role in persuading more people to use it in preference to their cars. Providing information about public transport is therefore a key part of making people aware of their options and persuading them to change the way they travel. Passengers and potential passengers need to be able to find the information they want at the time and place they need it. We will continue to provide, in partnership with operators, a wide range of public transport information, but will also work to improve on, or fill gaps in current information (eg improve information on interchange between modes; develop information tools to support travel planning). We will increase the use of new technology (eg mobile phones to target specific markets and present more information in real time), however our focus will be less on particular systems than on making sure that people can obtain travel information when they need it and are aware of what is happening on the network, so that they can make decisions about their journey. We aim to maximise value for money by using the same data both for informing passengers and managing performance and will also improve efficiency and affordability particularly in respect of paper-based materials
- 4.3.2.5 Public transport services can be complex, times difficult to remember, routes difficult to follow and the best ticket deal difficult to find even for regular users. This can be a particular issue for disabled people, who can lack the confidence to use mainstream public transport. We will therefore encourage the provision of 'travel training' to enable more people to use buses, trams and trains by presenting information in the most accessible format.
- 4.3.2.6 Fares and ticketing can also act as a deterrent to using public transport. We aim to develop a simple, seamless fares and ticketing system across bus, rail and tram systems, with simpler day/season ticket options and supported by an electronic Smartcard. The aim is to: improve value for money for public transport customers; simplify the purchase and use of public transport; generate sufficient revenue for

DRAFT

cost recovery, investment and profit and maintain a balance between generating revenue and avoiding damage to Greater Manchester's growth prospects through congestion and crowding. .

4.3.2.7 However good the fares system, we are aware that the affordability of public transport, relative to household income, is a serious issue for many people. This will continue to be a prime focus in how we develop options with Government to make best use of public subsidies in the bus system in particular.

4.3.2.8 In addition to the reduction of carbon emissions, sustainable modes have great potential both in improving public health and in improving the efficiency and reliability of the road network by reducing car use and future promotional activity needs to emphasise this aspect. Since Travel Behaviour Change is an objective of other agencies and sectors (eg Health sector, regeneration agencies, Highways Agency), we will look for opportunities to better co-ordinate the use of funding in this area.

4.3.3 Promotion of lower carbon travel options – public transport, walking and cycling for all travellers

4.3.3.1 Transport has a key role to play in supporting the move to a low carbon economy. We need to encourage a shift from single-occupancy car use to walking, cycling, public transport and car sharing, adopt low carbon technologies and encourage better use of the road network. We will do this by improving the coverage and quality of public transport, improving facilities for cycling (including both cycle lanes and parking) and by improving the pedestrian environment. Physical improvements will be supported by promotional activity, including provision of travel information, to encourage behavioural change. Management of the highway network will also help to support lower carbon travel through improved reliability of routes and reduced 'stop-start' traffic (and hence lower emissions). Proposals in these areas are covered sections 4.2.1, 4.2.2, 4.3.2, 4.4.1 and 4.5.1.. Sustainable travel also has wider social benefits: by making it easier for people who do not have access to a car to travel (eg to work, healthcare and training), they help to improve people's life chances, particularly in the early years.

4.3.4 Improved environmental performance across all transport fleets

4.3.4.1 Greater Manchester's role as a leading Low Carbon Economic Area also highlights the need to accelerate the uptake of low carbon transport technology. Fleet vehicles offer the greatest potential for significant change in this area. We will therefore work with operators of public transport, freight and commercial vehicles, (eg to increase the number of 'green' buses in fleets and promote 'eco driving') as well as increase the number of 'green' buses in local authority and GMPTE fleets (eg Metroshuttle, yellow school buses and vehicles used on tendered bus services). We will also encourage the provision of charging points for electric vehicles, in order to encourage their uptake.

4.3.4.2 We will also save energy (and hence reduce emissions), by improving the efficiency of the Metrolink traction current and the lighting at stations and stops, buy energy on green tariffs and look for opportunities to generate renewable energy (such as our planned hydro-electric scheme at the proposed Rochdale Interchange).

4.3.4.3 On the highway network, improving the reliability of routes will minimise stop-start traffic and gridlock, which will reduce vehicle emissions. Provision of travel information will also encourage a shift to more sustainable modes of transport.

DRAFT

4.3.5 **Effective management of travel demand to minimise carbon waste**

- 4.3.5.1 The provision of highway availability and performance information, alongside public transport, cycling and walking information for local centres, will encourage smarter journey choices and sustainable, healthier behavioural change. In addition, the use of information technology such as video conferencing can reduce the need to travel.
- 4.3.5.2 Managing the demand for travel is also key to reducing CO₂ emissions. Whilst we will not be bringing forwards proposals for congestion charging or workplace parking charging, we aim to identify other opportunities for demand management to improve the efficiency and reliability of the road network and complement investment in public transport, cycling and walking schemes. Measures will include the re-allocation of roadspace and other highway management measures to reduce the difference in journey times between cars and buses and to encourage walking and cycling; giving priority for town centre parking to short stay users (in terms of both pricing and provision); and ensuring that most new development is in areas accessible by public transport, with uses that generate significant levels of trips being steered to the most accessible locations. The speed of traffic also has a significant effect on carbon emissions, as well as on road safety and levels of cycling and walking. This is discussed in section 4.4 below.

4.3.6 **Best practice procurement to minimise the carbon impact of investment schemes**

- 4.3.6.1 There are a number of ways in which the maintenance of the highway network can reduce our carbon footprint. We aim to reduce energy costs in street lighting by utilising the latest techniques for switching off and dimming where appropriate and to reduce energy usage by utilising the latest LED lighting technology where whole life costing shows an economic benefit. This will however require large scale retrofitting or replacement of existing stock and would therefore take time to implement. In the short term we will optimise performance through the type of lamp, maintenance standards and setting of photo cells.
- 4.3.6.2 Where appropriate, we will use recycled, re-used and cold materials for highway maintenance to minimise waste. Greater collaboration between highway authorities on procurement will also reduce carbon usage: through bulk purchase and through optimal use of salt, storage, vehicles, fuel and staff resources. We will also investigate the potential for different road surfaces to improve fuel consumption and therefore reduce carbon emissions.

4.3.7 **Improving the resilience of the transport system to climate change and peak oil**

- 4.3.7.1 We will incorporate risk management strategies, in particular for surface water management, within Transport Asset Management Plans. Surface Water Management Plans are currently being developed for Greater Manchester.

DRAFT

- 4.3.7.2 In terms of winter maintenance, we plan to increase collaborative working, and regional route optimisation including routing vehicles across and beyond local authority administrative boundaries. We will also explore the use of the most appropriate technologies to deliver the most efficient service, optimise vehicle usage and equipment utilisation and the location of salt storage barns. We will also seek to collaborate with other agencies such as the Acute Trusts, to ensure that their needs are met.
- 4.3.7.3 As the climate changes, we will also need to adapt to different weather. We recognise the need to consider the vulnerability of motorways and trunk roads to flooding, the potential for better warnings, strategic road clearance to avoid people becoming stranded and plans to support people who do become stranded. We aim to undertake a review of bridges at risk of flood damage that also contain or support other utilities and make recommendations on the replacement of vulnerable bridges or the re-routing of utilities to avoid a cascade failure. We will also undertake a detailed review of side slopes, man-made embankments and cuttings adjacent to the strategic road network and recommend site specific actions. We will also assess the risk to bridges from thermal expansion, and monitor the structures at highest risk during periods of high temperature.
- 4.3.7.4 A risk management approach is being adopted for public transport. For buses, the key issue is to keep the highway network and pedestrian routes open, but for Metrolink and rail we also need to consider whether vehicles are being maintained adequately to cope with different weather. For highways vegetation we will develop a robust landscape and maintenance regime to ensure that both new planting and existing vegetation are able to tolerate different weather, eg periods of low rainfall.

DRAFT

4.4 Delivering our Objectives: Public Health and Wellbeing

4.4.1 Increased levels of walking across Greater Manchester

- 4.4.1.1 Encouraging more people to walk as part of their daily lives is fundamental to improving health and fitness. According to the NHS, inactivity affects 60-70% of the adult population and the physical fitness of children is declining by 9% per decade. Active lifestyles not only reduce the risk of major diseases, but improve wellbeing and mental health. Walking, rather than driving, for short distances also reduces road traffic and carbon emissions. Most of the infrastructure for walking, ie pavements and footpaths, is already in place, but to achieve our objective we need both to create an urban environment where people can see walking as a pleasure and to actively promote the benefits of walking to key groups. Joint working with the health sector will be important in achieving the cultural change needed to make walking part of everyday life, particularly in terms of highlighting the health benefits.
- 4.4.1.2 Improving the quality of the pedestrian environment is part of the management of the highway network, but we will also take advantage of the opportunity presented by regeneration schemes in the town and city centres to give greater priority to pedestrians rather than the car and to create a pleasant urban environment where people feel motivated to walk. Walking will also be encouraged through improved maintenance standards on footpaths to local centres. There is a long term ambition for all lightly trafficked residential streets to be designed with a pedestrian focus and to have lower speed limits, which would reduce casualties, but we recognise that this will need to be delivered incrementally. Priority for interventions will be given to existing streets where the community itself has identified a clear need (such as near schools, local high streets and areas with safety issues), new developments and redeveloped sites.
- 4.4.1.3 Greater Manchester's extensive network of Public Rights of Way (PRoW) offers great potential as a safe, off-road network. We aim to prioritise the improvement of PRoWs that meet local travel needs (eg identified in school or workplace travel plans or are needed to improve access to public transport interchanges). In the longer term we will create an integrated and continuous network incorporating both local and long distance routes, providing access to green space and recreation as well as education, employment and other facilities such as healthcare and shopping centres. Good maintenance, crossing facilities, access for disabled people and promotion (eg developing circular routes to encourage use) will be essential to encouraging greater use of PRoWs.
- 4.4.1.4 The journey to school is one that can very often be made on foot, yet the use of cars can add to local congestion and contributes to childhood obesity. Most schools in Greater Manchester now have travel plans, and we will use these to continue to promote sustainable and active travel to parents, pupils and teachers. Road safety training will be used to give children the necessary skills to travel safely.

4.4.2 A network of safe cycle routes in support of greatly increased levels of cycling across Greater Manchester

- 4.4.2.1 To achieve a step change in the levels of cycling across Greater Manchester, in support not only of health and carbon reduction objectives but of improved network efficiency and reliability, we need to

DRAFT

focus our investment where it is likely to achieve the greatest impact. In terms of cycle routes, we aim to give priority to routes linking residential areas to employment or town centres, to schools and colleges and to transport nodes and interchanges. To achieve this, we will develop a 'core cycle network', that will be implemented locally, on which people will be able to cycle with ease, convenience and safety. We see this as the key intervention needed in order to create a pro-cycling culture in Greater Manchester. The provision of additional routes, and improvements to existing routes, needs to be supported by adult and child cycle training and improved maintenance standards on cycle lanes and cycle routes.

4.4.2.2 Traffic management to reduce speeds, as described above, will also be of great benefit in improving safety for cyclists. The Public Rights of Way (PRoW) network offers potential to provide safe off-road routes. At present, only a small proportion of the network is designated for use by for cyclists and equestrians, however we aim to increase this through re-designation and the creation of appropriate linkages to the existing cycle infrastructure from the PRoW network.

4.4.2.3 The provision of more, and better, cycle parking in town centres, at schools and workplaces and at public transport interchanges is essential if cycling is to be encouraged. We will provide cycle storage at suitable locations on the planned new Metrolink lines and at new bus stations and will improve facilities at existing locations as funding allows. We will encourage train operators, through the rail franchises, to provide more parking at rail stations. We will encourage the development of Cycle Centres, such as those currently proposed at Piccadilly Station, and at MediaCityUK, and we will also investigate recent cycle hire schemes, most notably that in London, and identify how their potential may be best developed and implemented in Greater Manchester.

4.4.2.4 Finally, we also aim to improve our general information provision, awareness raising and the marketing of new and improved facilities. Cycling has a raised profile in Manchester due to the presence of the national cycling team at the Velodrome and the promotional 'Skyrides' run by Cycle England and we need to build on this in terms of encouraging people to try cycling for their everyday journeys.

4.4.3 **Reduced incidence of casualties on the network**

4.4.3.1 On the highway network, reducing the number of casualties, particularly people killed or seriously injured is a high priority. Our aim is to minimise the risk of road casualties, especially to reduce road deaths, reduce pedestrian and cyclist casualties, protect children and young people and protect motorcyclists, and to support responsible road use/ tackle irresponsible behaviour. We will therefore develop an evidence based road safety strategy to reduce casualties and protect vulnerable people. This will be based on collaboration between various authorities and agencies in terms of information about risks, behavioural change, enforcement and local design, management, education and training.

4.4.3.2 On the highway network we will continue to introduce local safety projects to minimise traffic conflicts at high risk sites, but engineering solutions can never solve the problem in isolation: as the safety of the network improves, driver behaviour becomes the main cause of accidents. We will therefore provide travel and safety information campaigns to support responsible behaviour, a Driver Improvement Programme and local road safety training and education of high risk people.

4.4.3.3 We will work with partners to carry out enforcement activities to reduce the incidence of lack of seat belt use, speeding, drink / drug driving, use of mobile phones whilst driving, parking and moving traffic

DRAFT

offences on high risk routes at high risk times We will also work with the Highways Agency to minimise casualties caused by pedestrian intrusion onto the motorway, or from objects being thrown from bridges.

4.4.3.4 Maintenance plays a vital role in safety, not only for vehicles, but for pedestrians and cyclists, who need to be able to walk and ride with some confidence about their own personal safety. We therefore need to improve road safety by ensuring that roads, footpaths and equipment are effectively maintained so they are current and fit for purpose. On the roads themselves, we aim to implement an effective Highway Skid Resistance Strategy compliant with best practice, actively consider any road safety measures prior to major road maintenance works and implement any beneficial improvements, and introduce management plans for the active management of vegetation and visibility splays at junctions.

4.4.3.5 Public transport is a very safe way to travel, and encouraging its use will therefore help to reduce casualties. Safety and security is however a key concern for public transport users. We will continue to improve safety and security at stops and interchanges, through the design and maintenance of facilities and to work with the Police to target anti social behaviour on the network. We will work to reduce bullying on the journey to and from school, which can deter pupils from using public transport, through the newly founded Greater Manchester Anti Bullying Alliance, which includes both the Education authorities and GMPTE.

4.4.4 **Reduced harmful emissions and noise from road transport**

4.4.4.1 Despite considerable improvements in air quality in the last decades of the 20th century, air pollution from road transport continues to pose significant health risks to people living and working in Greater Manchester. Across the UK, these health impacts equate to economic costs of £8 - 17 billion per year.

4.4.4.2 Currently many areas within the conurbation exceed EU limits for nitrogen dioxide (NO₂) concentrations and the requirement to meet these limits in all areas by 2010 has not been met. The UK Government is therefore in the process of applying to the EU for an extension of the deadline from 2010 to 2015 (as permitted in EC Directive 2008/50/EC). Current forecasts commissioned by DEFRA indicate that many areas in Greater Manchester and other urban areas will continue to exceed the limit values in 2015. This requires that a plausible action plan is developed to demonstrate how we will bring ambient concentrations to within limits. Without a plausible plan the EU are likely to reject the application and the ensuing financial penalties may have a significant impact on future budgets. We will also need to monitor compliance with the limit value for particulates to be achieved by 2015, and develop a further target for 2020. EU limits for both NO₂ and particulates are due to be reviewed in 2013, although it is likely that the limits and targets for particulates will remain.

4.4.4.3 The scale of intervention that is required to deliver these improvements in the next 5 years and beyond presents a major challenge for the LTP. Estimates from the emissions inventory (EMIGMA) indicate that emissions from local traffic reduced by 18% between 2004 and 2007. Improvements to vehicle engine technology and the introduction of Euro 4 and Euro 5 standards will have had an impact on this although recent studies of diesel engine performance suggest that emissions reductions may be significantly lower. Critical LTP measures will have helped also through reducing the mode share of cars to key centres and small increases in cycling for example. However, this has had very little impact on monitored road side concentrations of NO₂.

DRAFT

- 4.4.4.4 These issues require slightly different strategic approaches for the short term (to 2015), the medium term (to 2020) and long term (to 2030), although action for all of these needs to begin now.
- 4.4.4.5 Owing to the complementary nature of measures to achieve both particulates reduction targets and GM Strategy/ Low Carbon Transition Plan objectives, the overarching strategy approach to 2020 and beyond to 2030 will be to influence and integrate air quality strategy with parallel climate change strategy. We will ensure that all our strategy measures are fully assessed to ensure that the environmental, economic, health and equity benefits are maximised in relation to both carbon and particulates reduction objectives.
- 4.4.4.6 However, for the short term to 2015 the need to reduce NO₂ concentrations will be a key objective in the selection of measures to address congested corridors. The principal reason for this is that HGVs and buses comprise a far greater proportion of the source of NO_x emissions from road transport overall (53% and 9% respectively) overall than is the case for carbon emissions and particulates, and this proportion will be even higher on the most congested corridors. The achievement of this objective will also be dependent on government commitment of significant financial support to freight and bus operators to accelerate the renewal of their fleets with Euro V, hybrid and electric vehicles. We will develop initiatives that support the Government here, including identification of priority areas for bus/HGV fleet improvement, alongside the cycling, walking and public transport developments set out elsewhere.
- 4.4.4.7 Looking to the longer term, we will focus our efforts on maintaining network efficiencies, and importantly in working with Government and the private sector to deliver the conditions needed for the widespread adoption of hybrid/electric vehicles.
- 4.4.4.8 The noise from traffic is a problem for communities who live along major roads. In accordance with the EU Environmental Noise Regulations (2006) the UK Government has formally adopted Noise Action Plans for a number of the largest urban areas, including Greater Manchester. Greater Manchester's Noise Action Plan represents a first phase of planning through identifying the areas within the conurbation most susceptible to high levels of noise (affecting the top 1% of the population). The NAP requires local highway authorities and Network Rail in particular to investigate options and implement noise mitigation actions in these areas, as well as identify and designate Quiet Areas, prior to a mid-term review in 2012. The next stage in the process is to develop detailed action plans for target areas. This will include ensuring that options for noise reducing infrastructure (for example, negative textured surfacing) are fully appraised as part of Transport Asset Management Plans (TAMPs).
- 4.4.5 Improved access to health facilities**
- 4.4.5.1 The measures we have outlined for improving access to employment and education also apply to improving access to health facilities. In addition, the Cross City Bus scheme will improve access to the Manchester Royal Infirmary area from a wide area. We will continue to work closely with the health sector to ensure that access by sustainable modes is a key consideration when planning new facilities and will assess the potential to improve access through the most appropriate local solutions.

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4.5 Delivering our Objectives: Sustainable Neighbourhoods and Public Spaces

4.5.1 Increased access from priority neighbourhoods to areas of opportunity

4.5.1.1 For people who do not have access to a car, improved access to public transport can improve their life chances by giving them access to employment, training, health and other facilities. Our spatial policies aim to focus new housing, employment and other facilities in areas which already have good access to public transport, however our plans to improve the bus network and to extend Metrolink, described in section 4.2 above will, in addition, improve access from some key areas. The new Metrolink lines, in particular, will link priority neighbourhoods to job opportunities in the Regional Centre, MediaCityUK, Ashton Moss, Manchester Airport and the town centres of Oldham, Rochdale and Ashton.

4.5.1.2 Walking and cycling also offer a low cost means of access. We aim to will develop a supporting neighbourhood network of access routes, both directly to the major facilities and to the public transport network. In particular, there is significant, largely unrealised, potential for cycling to become a low cost way of helping people to access jobs and our network of key cycle routes, described in section 4.4.1, will begin to build on this. Improved routes will need to be supported by cycle parking, both at the destination and within residential areas.

4.5.1.3 Town and city centres are a major source of job opportunities, and we aim to improve access from residential areas, by public transport, walking and cycling. Improvements to the public realm within centres will also encourage more people to walk or to cycle, and will also encourage investment by creating a more attractive environment.

4.5.2 Reduced impact of road traffic on deprived areas and priority neighbourhoods

4.5.2.1 Giving a higher priority to pedestrians and cyclists over vehicular traffic in lightly trafficked residential streets will help to emphasise the use of residential streets as sustainable places rather than the focus for the movement of people and goods. Access for disabled people, cyclists, local bus services, service vehicles (such as refuse collection and ambulances) and residents' own vehicles will take precedence over through vehicular movements. We will therefore implement local neighbourhood traffic management (including making it easier to cross the road) and parking schemes and environmental improvements for local centres. We will encourage new development that is designed for low traffic speeds, car free areas and for 'legibility', which makes it easy for people to make their way on foot. Reducing the impact of road traffic will improve the quality of life for local communities and improve community cohesion. However it will also contribute to health and carbon reduction objectives by making it easier and more pleasant for people to walk and cycle and by improving health it will also increase productivity.

4.5.2.2 Our long term aspiration for all lightly trafficked residential streets to be designed with a pedestrian focus and to have lower speed limits has been described in section 4.5.2. We believe that local communities themselves should determine whether or not this would be desirable, but the types of area likely to be prioritised would be those near schools, local high streets and areas with safety issues, in new developments and redeveloped sites.

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4.5.2.3 The impact of traffic on neighbourhoods is one of the biggest issues for many local communities, especially those close to major facilities such as hospitals. The concentration of facilities in town centres often puts pressure on inner residential areas, in terms of through traffic and parking. We will seek to minimise the impact in these areas, eg through residential parking schemes. We will investigate ways of reducing the level of severance caused by freight vehicles travelling through residential areas.

4.5.2.4 We will support improvements in the built environment by producing a Greater Manchester design guide for deprived areas with examples of good maintenance practice and support improvements in the quality of life of residents by introducing physical measures to reduce the environmental noise in relevant areas. Our proposals to increase the number of parking spaces at rail stations and Metrolink stops will lead to a reduction in on-street parking, which can have a significant impact on some communities.

4.5.3 Improved access for people with disabilities

4.5.3.1 Sustainable neighbourhoods should cater for the needs of people of all ages and physical abilities. We will continue to improve local accessibility by introducing more tactile surfaces, dropped kerbs and upgraded crossing facilities and by ensuring that new public realm is designed to meet the needs of all users.

4.5.3.2 In terms of public transport, all new buses will be accessible by 2017 as required under the Disability Discrimination Act and we aim to raise kerbs at bus stops so that the full benefits of this can be realised (building on the work we have already done, particularly along the Quality Bus Corridors). The Metrolink system has been designed to be fully accessible, but much needs to be done to improve access to rail stations. We will encourage Network Rail and the train operating companies to make improvements at key stations, prioritised according to where the greatest benefit would be for disabled passengers,

4.5.3.3 We will continue to provide concessionary fares and the Ring and Ride service, which is designed for people who are unable to use conventional public transport. As described in section 4.2.3, we aim to improve the co-ordination of such 'demand responsive' services by various agencies, with the aim of providing a better service to the public. In addition, Local Link services, introduced in areas where the demand for bus services is too low for a conventional service, are of benefit to people who find walking difficult (eg elderly people) because they pick people up from their homes. We will also support agencies that provide travel training, which gives disabled people the confidence to travel independently on public transport.

4.5.4 Improved quality public realm in support of neighbourhood renewal and increased walking and cycling

4.5.4.1 The public realm can have a significant impact on people's willingness to walk or cycle and the presence of interesting features such as landmark buildings and landscaping all contribute to an attractive, safe and stimulating environment. Design that meets the needs of vulnerable users, such as children or people with disabilities will benefit everyone. We will take the opportunity offered by regeneration schemes, both in town and city centres and in other areas such as Housing Market Renewal Areas, to create good quality public realm.

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4.5.4.2 We recognise that the quality of the urban environment has a role to play in attracting and retaining talent, which will be important in growing the local economy. Comparable European cities have much higher levels of cycling than currently found locally and addressing this disparity will enhance Greater Manchester's reputation as an international destination.

4.5.4.3 We will ensure that our infrastructure schemes encourage walking and cycling through their design, and complement regeneration schemes. Our plans to improve Public Rights of Way that meet local access needs have been described in section 4.4 above. We also need identify opportunities to sign key safe and convenient cycle routes, based on best practice (e.g. in the Cycle Demonstration Towns).

4.5.5 **Reduced impact of traffic on protected natural sites**

4.5.5.1 Local authorities have a duty under the Natural Environment and Rural Communities Act, 2006, to have regard to the conservation of biodiversity. The Environmental Impact Assessment, carried out as part of the development of this strategy, will help us to identify the actions we need to take, particularly in relation to Greater Manchester's protected natural sites: the South Pennine Moors, the Manchester Mosses and the Rochdale Canal. In addition, we will ensure that all new major transport infrastructure is subject to Environmental Assessment.

4.5.5.2 We will support improvements in biodiversity by introducing environmental procedures into our maintenance of the highway network. We will also reduce potential harm to the environment and support the area's biodiversity by proactively managing the highway verges and roadside trees.

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4.6 Delivering our Objectives: Value for Money

4.6.1 Effective prioritisation of spending to maximise contributions to economic growth priorities

4.6.1.1 Resources for transport will be scarce in the short term, and there is a need to prioritise expenditure and maximise opportunities for economic growth through private sector investment and reduced costs of deprivation. As this document has stated previously, Greater Manchester is on the brink of establishing new systems leadership, based around the Combined Authority and proposed Local Enterprise Partnership, which will provide for the effective alignment of decision making and delivery in key areas such as economic development, regeneration, planning, transport, housing, inward investment, business support, marketing and tourism, and employment and skills. This will build upon the strong approaches that are already embedded in our approach to prioritising investment in major transport schemes through the Greater Manchester Transport Fund, which is described in section 4.2.1, and will be rolled out across transport spending on smaller schemes and on maintenance, in parallel with developing approaches for housing and regeneration in particular, to ensure that all our investment is focussed on agreed priorities for maximum impact on our economic objectives.

4.6.1.2 In addition, we are also committed to driving maximum efficiency through the public subsidies that support our local bus system. Evidence suggests that inefficiencies currently exist, not because GM's bus operators are, in themselves, inefficient, but because the structure of the market means services and fares are sub-optimal in meeting local objectives. Alongside this, separate national and local public support is deployed in manner that results in policy objectives, which not fully aligned, and undermines investment opportunities, such as smart cards, which have the potential to save money as well as improve outcomes. The wider challenges set out in this document emphasise the need for us to think about how we can secure the best support for sustainable GVA growth (jobs and productivity) and reductions in deprivation through the local bus network by addressing these current inefficiencies.

4.6.2 Maximised efficiency of networks

4.6.2.1 Our proposed approach to managing and maintaining the highway network, including bus priority, to maximise efficiency has been described in section 4.2.1 above. Performance data for routes to all significant centres will be used to target improvement, management, enforcement and behavioural change interventions aimed at improving the performance of poorly performing routes and corridors. The performance data monitored will include road traffic casualties, average traffic speeds, bus journey reliability and punctuality, traffic signals, congestion, street works, bus lane and parking enforcement. Interventions will include the provision of safety and travel information, campaigns, training and education, road and junction improvements, traffic signal upgrades and re-timings, management of road and street works, enforcement of safety, parking and moving offences. A partnership approach between the highway, public transport and enforcement authorities will be adopted to ensure that the most effective and integrated interventions are undertaken to improve the effectiveness of poorly performing routes. Timely and high standard maintenance is also vital to maximising efficiency.

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4.6.2.2 Our plans to provide additional trams and rail rolling stock will ensure that we make the best use of Metrolink and rail networks as well as delivering essential capacity for economic growth, as discussed earlier. The value for money of major public transport schemes will be increased by using Travel Behaviour Change techniques to increase patronage. There is also the potential to use the public transport network, including school buses, more effectively by encouraging walking and cycling for short journeys. Increased walking and cycling will help to increase the efficiency of use of the road network. Increased use of sustainable transport also represents good value for money in terms of its contribution to carbon reduction, as described in section 4.3

4.6.2.3 We will further develop the Transport Asset Management Plans (TAMPs), produced by each Greater Manchester authority, to ensure more sustainable and long lasting effective maintenance of roads and bridges, increased consistency of quality within the network and added value from maintenance work due to the development of integrated facilities through the maintenance programme.

4.6.3 **Best practice procurement to drive value for public money**

4.6.3.1 The Greater Manchester Authorities will increasingly work together on procurement in order to gain the pricing advantages of bulk purchase. This will involve, for example, agreeing standard specifications for goods across groups of authorities. This will be of particular benefit in highway maintenance, and our proposals in this area have already been described. Increasingly, local authorities are adopting a 'commissioning' approach to procurement. This involves a range of agencies working together to plan and commission services to address the same issue or to meet the needs of a particular group, and can often result in savings. An example of where we hope to achieve this is in relation to demand responsive transport, where multiple agencies have separate fleets of vehicles to deliver services to similar groups of people.

4.6.4 **Improved public satisfaction with transport in Greater Manchester**

4.6.4.1 We regularly monitor the views of customers and residents about public transport. The greatest concern is consistently with the punctuality and reliability of public transport. We are addressing this through our network management policies, the introduction and enforcement of bus priority and through monitoring punctuality and reliability and then working with operators to make improvements. These policies are described in section 4.2.1. The proposed voluntary Code of Conduct for Bus Operators, described in section 4.2.3, will address many of the issues of concern to passengers, such as punctuality and reliability, vehicle cleanliness, engine emissions, driving standards and customer care. In addition Quality Partnership Agreements, to be introduced initially on two corridors, but rolled out to our other Quality Bus Corridors, will mean that operators commit to high standards for punctuality, reliability and vehicles, in return for the reliability improvements already implemented. This is also described in section 4.2.3.

4.6.4.2 We aim to improve the quality of rail travel by ensuring that Network Rail and the train operators improve train and station standards. On Metrolink we will continue to improve the quality of stops (including ticketing and information) and trams, and our plans for additional trams and a second depot will improve reliability if incidents occur.

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- 4.6.4.3 Our proposals to simplify public transport fares and ticketing, and to improve information provision are described in section 4.3.2.
- 4.6.4.4 An essential part of achieving and demonstrating value for money is through **performance management** and evidence based planning. We will continue to collect the necessary information on travel patterns and behaviours in order to be able to be confident that our proposals will properly address people's needs and will offer the best value for money. A review of data collection by Greater Manchester authorities and our partners is underway in order to ensure that data is shared widely, that duplication is eliminated, that the most cost-effective data collection methods are used, and that all data collected can be properly justified.
- 4.6.4.5 We need to monitor the effects of our policies in order to ensure they are achieving our objectives and giving good value for money, and enable adjustments to be made if they are not working properly. We propose to monitor the effectiveness of the strategy through a limited number of 'headline' indicators and targets, including:
- The proportion of people using different methods of transport for the journey to work in the morning peak
 - Changes in vehicle journey times on key routes in the morning peak
 - The reliability of journey times on key routes in the morning peak
 - The difference in travel times and costs between car and public transport
 - CO₂ emissions from road traffic
 - Total numbers of people killed and seriously injured on Greater Manchester's roads
 - Number of occasions that EU NO₂ threshold levels were exceeded
- 4.6.4.6 These will be supported by other information to enable us to better understand progress, diagnose problems, and design effective solutions. Examples will include numbers of trips by public transport, cycling and walking, modal split at different times of the day, traffic levels, public transport punctuality and reliability, and train and Metrolink overcrowding
- 4.6.4.7 Finally, it will be essential for us to evaluate the effects of specific actions to make sure that they fulfilled our expectations, and give us confidence that those techniques can be applied usefully elsewhere in future. This applies especially to higher cost or innovative schemes.

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5 Summary of our Key Proposals (Short, Medium & Long Term)

5.1 Better buses for Greater Manchester

- Delivering key investment schemes that will enhance the role and image of bus services in Greater Manchester, including:
 - Cross City Bus Network
 - Leigh-Salford-Manchester Busway
 - Altrincham Interchange
 - Bolton Interchange
 - Rochdale Interchange
 - Wythenshawe Bus Station
 - A future scheme for a new Stockport Interchange and associated town centre access improvements
- Continuing to improve passenger facilities and physical accessibility at bus stations and bus stops
- Identifying where additional bus priority measures can improve reliability
- Enhancing the role of bus in providing feeder services to rail and Metrolink
- Delivering orbital bus routes where these contribute to wider objectives
- Continuing to develop the role of Yellow School Buses in Greater Manchester
- Refining the role of demand responsive and community transport services
- Delivering improved working arrangements, either through partnerships or contracts, to drive up service standards with bus operators, including:
 - Code of Conduct for bus operators to ensure improved reliability and punctuality, better vehicles, improved cleaning, information, best practice driving standards and more careful driving
 - Simplified fares systems and easier ticketing choices, supported by the introduction of electronic Smartcards
 - New performance targets for punctuality and reliability
 - Improved vehicle standards
 - Improved network coverage, particularly in the evenings and Sundays
 - Quality Partnership agreements on Manchester-Hazel Grove and Leigh- Bolton corridors

5.2 Delivering the Metrolink vision

- Delivering new Metrolink lines to:
 - MediaCityUK;
 - East Didsbury;
 - Ashton-under Lyne;
 - Oldham and Rochdale (including extensions to the town centres); and
 - Manchester Airport via Wythenshawe

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- Delivering a second Metrolink route across Manchester City Centre, from Manchester Central to Victoria
- Delivering an additional depot at Old Trafford to support the expansion of the system
- Completing a programme of passenger facility stop improvements across the current system, and completing the roll-out of new ticket machines
- Delivering passenger information screens at stops
- Providing additional Park and Ride capacity
- Completing the roll-out of additional trams
- Developing the proposals for an extension to the Trafford Centre
- Developing longer-term options for additional 'rapid transit' routes, including to Stockport town centre

5.3 A rail system for our future economy

- Developing effective working systems with DfT, Network Rail and train operators to ensure delivery of Greater Manchester requirements, particularly:
 - Additional rolling stock to alleviate overcrowding
 - Increased network capacity in the Northern Hub
 - Upgrade of key stations
 - Electrification
 - Improved service patterns and frequencies
 - Improved train and station standards
 - Future High Speed Rail
- Promoting major station improvements, at Manchester Victoria and elsewhere, to complement the economic growth of Greater Manchester
- Funding important local information, safety /security and accessibility improvements at many commuter stations
- Delivering additional capacity for park and ride
- Developing options for the future potential use of East Lancashire Railway, to enhance transport links

5.4 Fares, tickets and information sustainable travel

- Agreeing simplified fares systems across bus, rail and tram systems and simpler day/season ticket options, supported by an electronic Smartcard
- Continuing to develop local travel information services
- Developing the role of new technology in promoting travel information
- Developing new information and marketing tools that support residents, businesses and commuters to develop travel plans that help people to travel in a more sustainable manner
- Developing integrated systems of support to help residents, businesses and commuters to develop sustainable travel plans

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5.5 A new future for walking and cycling

- Developing a network of key routes linking to local centres and facilities
- Prioritising other local improvements to cycle routes, pedestrian facilities and Rights of Way
- Ensuring better maintenance in support of road safety, walking and cycling
- Developing highway management systems that encourage walking and cycling
- Delivering more and better cycle parking at public transport interchanges
- Developing the potential for innovative cycle hire systems
- Promoting the health and environmental benefits of walking and cycling
- Prioritising speed reduction where there is a clear community need

5.6 Managing our highways

- Optimising traffic signals, traffic regulation orders and traffic lane usage on strategic routes to key destinations to improve reliability
- Delivering new roads where these benefit the economy (Ashton Northern Bypass, Stage 2, SEMMMS Relief Road, Wigan Inner Relief Road)
- Delivering an integrated transport solution (Longdendale Integrated Transport Strategy) to address the traffic and transport problems within the Longdendale area..
- Developing a Traffic Control Centre for incident and routine management
- Making accurate, reliable and up-to-date travel information available for in-car and in-cab systems
- Providing strategic traffic management for road works, developers' works and major events to maximise the efficiency and reliability of the network
- Ensuring better enforcement of parking and moving traffic offences on key routes at key times
- Implementing local neighbourhood traffic management and parking schemes and environmental improvements for local centres
- Providing a single maintenance standard for the strategic highway network
- Ensuring that local street maintenance is targeted at local priorities
- Requiring maintenance works to be included in the network management permit scheme to manage and minimise traffic disruption

5.7 Securing healthy and safe travel options

- Delivering measures to encourage 'active travel', including cycle training for all age groups
- Providing local road safety training and education
- Supporting travel training for disabled people
- Providing local safety projects to minimise traffic conflicts
- Providing driver improvement programme

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- Delivering travel and safety information campaigns
- Prioritising high risk routes/times prioritised for enforcement of safety related offences
- Developing an Air Quality Action Plan to reduce emissions
- Introducing pedestrian priority and lower speeds where there is a community need and in new development
- Maintaining and improving access for people with disabilities

5.8 A greener transport system

- Using Travel Behaviour Change techniques (above) to promote sustainable travel
- Ensuring a network of electric vehicle charging points is established to support the take-up of electric vehicles
- Promoting eco driving
- Introducing more 'green buses' that reduce climate change and local air pollutant emissions
- Encouraging the take-up of walking and cycling
- Improving street lighting management and the use of low energy technology
- Maximising the use of recycled, re-used and cold materials for highway maintenance
- Collaborating for bulk purchase, optimal use of salt, storage, vehicles and staff resources
- Delivering resilience plans for different weather, including adaptation and mitigation measures
- Supporting environmental improvements in local neighbourhoods and centres
- Promoting rail and water borne freight where economically viable

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6. What Happens Next?

The transport strategy summarised here has been designed to secure new levels of connectivity across Greater Manchester so as to put us in the best position to develop our economy in a sustainable and inclusive way. The final strategy will not only shape our direct spending, as GMITA and the Greater Manchester local authorities - on transport in Greater Manchester in the next few years. It will also provide the platform for us to use in securing commitments to funding and/or service improvement from central Government, our transport partners and others through the decade.

This consultation is therefore very important in making sure that we have got our and plans right, that the work we are doing to look at how we prioritise future investment takes people's views into account and that our proposals meet the needs and expectations of residents, businesses and our partners in the transport industry.

The questionnaire that accompanies this document is your opportunity to shape our vision and priorities. We would welcome your comments by 24 December 2010. Alternatively you may want to visit www.gmpte.com to register your views.

All views gathered during this period will help us to review and refine our plans in detail in advance of the final LTP3 being published at the end of March 2011.