TRANSPORT FOR GREATER MANCHESTER COMMITTEE
REPORT FOR INFORMATION

Date: 16 March 2018
Subject: Developing the 2040 Strategy
Report of: Transport Strategy Director

PURPOSE OF REPORT

The report updates members on the next stages in the delivery of the Greater Manchester 2040 Strategy which provides an overall strategic framework for the development and management of the Greater Manchester Transport network.

RECOMMENDATIONS

Members are asked to note the contents of this report.

BACKGROUND DOCUMENTS

Greater Manchester Strategy
(www.greatermanchester-ca.gov.uk/ourpeopleourplace)

(www.tfgm.com/2040)

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1. **Introduction**

1.1 The Greater Manchester Transport Strategy 2040 ("the 2040 Strategy") and Delivery Plan were approved by GMCA in December 2016. The main statutory documents comprising Greater Manchester’s fourth Local Transport Plan (LTP4) are:

1.1 **Greater Manchester Transport Strategy 2040** - a document setting out the transport strategy for Greater Manchester giving details of policies, interventions and schemes to support delivery of a vision for transport in 2040, but with more detail provided for the period to 2025; and

1.2 **A single five-year Greater Manchester Transport Delivery Plan** – setting out more detailed delivery proposals, a spending plan and monitoring of the performance of transport delivery programmes, to be updated on an annual basis.

1.2 These documents are supported by an Integrated Assessment (covering environmental, health and equalities issues) and a travel and transport Evidence Digest that will be refreshed on a regular basis to provide an up-to-date evidence base and to support the ongoing development and review of the transport strategy.

1.3 The first stage in preparing the transport strategy was the publication, in July 2015, of “**Greater Manchester Transport Strategy 2040: Our Vision**” setting out broad aspirations and desired transport outcomes for transport. This received broad support from stakeholders and the public during a 12 week consultation.

1.4 The 2040 Strategy document has been developed with consideration of key emerging plans, studies and legislative proposals, including the Buses Bill and work on the emerging Greater Manchester Spatial Framework. The following paragraphs provide a guide to the document, which is organised into four parts as follows:

1.5 **Part 1** of the document provides an introduction to the Strategy and a reminder of the 2040 Transport Vision, which was consulted on in 2015 and attracted broad support from consultees. Part 1 also includes a discussion of the key economic, social, environmental and “smart-city” policy drivers for the strategy.
Part 2 of the document sets out the strategic principles and ambition for the Strategy, organised into two sections:

- a series of high-level policy principles and statements of ambition for a GM transport network that is integrated, inclusive, health-promoting, environmentally responsible, reliable/resilient, safe and secure; and
- a series of similarly high-level policy principles for highways; walking and cycling; public transport; and freight.
Part 3 of the document reviews the key transport issues and requirements across the five spatial themes that were agreed for the 2040 Transport Vision, namely:

- Global Connectivity, setting out draft priorities to support the growth of Manchester Airport and the Atlantic Gateway/Port Salford;
- City-to-City Connectivity, setting out HS2 priorities and priorities emerging from the Transport for the North programme;
- Regional Centre Connectivity, setting out the emerging strategy for enhanced connectivity both to and within the Regional Centre;
- Wider City Region Connectivity, setting out draft priorities to support access to town centres, new development and other key destinations across GM; and
- Connected Neighbourhoods, setting out draft priorities to support access, particularly by sustainable modes, to local facilities and public transport.

For each of these spatial themes, the document summarises the key interventions that are committed, planned or required, plotted against an indicative timeline to 2040, to address the strategic issues set out in the commentary.

Part 4 of the document sets out a delivery approach for the Strategy, including:

- a balanced strategy across new investment, service delivery and maintenance;
- an outline prioritisation process, which follows previous approaches adopted for the GM Transport Fund and Growth Deal processes;
- a full schedule of interventions (from Part 3), with a high-level assessment of each intervention’s contribution to strategic and spatial objectives;
- a summary of the importance of devolved governance and new funding models in delivering the strategy; and
- a performance management plan for the strategy.

1.10 The Strategy document was prepared in consultation with the ten Greater Manchester District Councils along with representatives from Highways England and the team preparing the Greater Manchester Spatial Framework (GMSF). The document has been refined over several iterations to reflect the views expressed. The views expressed by stakeholders and the public, during consultation on the “Vision” document have also been used to inform the development of the full strategy.

1.11 In addition to reflecting current Department for Transport “Guidance on Local Transport Plans” (July 2009), the 2040 Strategy document has also followed EU guidance on the development of “sustainable urban mobility plans”, so as to assist in future work to secure European funding for GM transport priorities.

2. Developing the 2040 Strategy – Supporting a Strategic Approach to GM Planning

2.1 Strategy development is a continuous process. The policies and interventions in the 2040 Strategy set out a clear direction of travel to shape investment in GM’s transport network.

2.2 The diagram above summarises how the 2040 Strategy fits with other key planning and strategy documents in the GM context. The relationship with the GM Strategic Planning and in particular GMSF development.
2.3 With the 2040 strategy in place there will be a series of sub-strategies, area based plans and GM modal and thematic plans that will be emerging, in particular over the next 12 months, in addition to District and Partner strategies and plans. These are summarised above.

3. Developing the 2040 Strategy – Future Investment Through Our 2040 Strategy Delivery Plan

3.1 The Combined Authority agreed that the 2040 Strategy will be supported by shorter term (5-year) Delivery Plans to allow the proposals to be updated on a regular basis, reflecting changes, not only in the funding, governance and legislative environment but, over the longer term, in the location and scale of new development being identified through the GMSF. This two-part documentation is aimed at providing maximum flexibility, ensuring that the main strategy document remains relevant over a longer period.

3.2 The first Delivery Plan is principally based on three key elements of priority for GMCA, and the future elected mayor, to 2021:

- An initial capital programme, broadly established through the GM Growth Deal, in addition to partners’ commitments, such as the current HE managed motorways projects, new rail franchise rolling stock commitments and Network Rail’s electrification/ Northern Hub commitments;
- The application of the transport reforms programme established under the GM Devolution Agreement, together with the GM approach to new powers proposed in the forthcoming Buses Bill; and
- Key priorities for the maintenance and renewal of all parts of the Greater Manchester transport system, to maximise the long-term resilience and performance of the existing transport system.

3.3 The Delivery Plan was prepared through close collaboration with District officers and was approved by the Combined Authority in December 2016 and published in February 2017.

3.4 Rooted in the priorities of the 2040 Strategy, a number of significant investments in the recent period benefit Greater Manchester, including the following schemes listed below:

- MetroLink Second City Crossing and Additional Trams;
- Bus Priority Package;
- Leigh-Salford-Manchester Busway;
- Cycle infrastructure investment including new cycleways for example along the Oxford Road Corridor and secure parking;
- Investment in rail stations such as Victoria station;
- The Ordsall chord, the centrepiece of the Great North Rail Project, connects north and south Manchester for the first time;
● Altrincham, Bolton and Rochdale Interchanges;
● Stockport Town Centre Access Plan;
● Trafford Park Metrolink Line – under construction;
● A6 Manchester Airport Relief Route – under construction;
● Tameside Interchange and Wigan Bus Station – under construction; and
● Other major schemes that are due to commence construction in the next year including in Wigan on the A49 and M58 link roads; in Rochdale M62 Junction 19, South Heywood; in Stockport a new town centre interchange and in Manchester the MSIRR Great Ancoats Street and Regents Road/Water Street schemes.

3.5 There are also a number of studies and scheme development commissions that are ongoing and are of a significant scale across Greater Manchester, including the following key activities:

● The Greater Manchester Spatial Framework (GMSF) aims to ensure that sufficient land is made available across the sub-region to deliver the increased number of jobs and homes needed to support economic growth until 2035. A second draft of the GMSF is currently under development. It will be published in summer 2018 followed by a 12-week consultation with the public. In order to successfully address these challenges, it is important that the GMSF and 2040 Transport Strategy are mutually supportive documents which - despite their continued need to adapt to changing circumstances - share a common vision and common priorities for the future of transport in Greater Manchester. We have been developing a GMSF Transport Study to enhance and present our understanding of the key current and future transport issues for GM in the context of planned growth, including that coming forward through GMSF. The study will also identify the broad transport interventions that are likely to be required to address these issues and support the planned growth;

● HS2 Growth Strategies including development of a masterplan for Piccadilly Hub, Manchester Airport, Stockport and Wigan;

● Input to Transport for the North (TfN) studies: road, rail (including NPR/HS2 planning, freight, plus strategic transport plan);

● Work with Highways England to further develop packages of measures emerging from the North West Quadrant Study of the M60 and other strategic studies e.g. Trans-Pennine Tunnel);

● South East Manchester Multi-Modal Study (SEMMMS) Refresh and development of schemes following A34 Corridor Study. Includes a study of A6 to M60 Relief Road in Stockport;

● Scoping studies for potential rapid transit schemes, including orbital links, and business case development as appropriate including options for further increasing Metrolink capacity in the City Centre and to Salford Quays;

● Development of a Streets for All Strategy – this is a new way of thinking about the role of streets in GM with a focus on the needs of people and
place, rather than considering the movement of vehicles alone in how we plan, manage and maintain GM’s highways network. This strategy considers the needs of everyone who uses GM’s streets and the communities, buildings and public spaces alongside them. It also reflects the goals and 15 steps set out in ‘Made to Move’, the report by the Cycling and Walking Commissioner for GM on how to radically increase the number of trips in GM made by bike or on foot;

- Bus Reform – the 2040 Transport Strategy sets out our ambition for bus services to provide a joined-up transport network, with simple fares and ticketing, that puts the passenger first and guarantees the best value ticket for their journey. It should be modern, accessible, and everyone should be able to use it. On behalf of GMCA, TfGM is now preparing an assessment of a proposed franchising scheme for the whole of Greater Manchester;

- Congestion Plan – in response to the Mayor’s congestion conversation we are developing a plan to help manage highways congestion in GM. Our focus is on measures to be delivered in the near term as well as those longer term proposals which support our 2040 goals for economic growth, our environment and quality of life for all whilst targeting real impact on the most congested corridors for all road users;

- Clean Air Plan – Improving air quality is one of the key ambitions for GM. The GM Strategy (Oct 2017) states GM should be ‘a place at the forefront of action on climate change with clean air and a flourishing natural environment’ and states an ambition of ‘reducing congestion and improving air quality’. GM is one of 37 zones across the UK where, based on the Department for the Environment, Food and Rural Affairs (Defra) modelling for 2015, annual mean nitrogen dioxide (NO2) concentrations exceeded the statutory Limit Values set by the European Union (EU) based on the World Health Organisation’s air quality guidelines;

We are therefore responding to a new national plan that focuses on meeting legislative requirements for improving air quality and in particular tackling roadside NOx concentrations in the ‘shortest time possible’. We will be developing a comprehensive plan by end 2018/19 to address 11 road links in 7 Districts that exceed DEFRA levels by 2020 as well as resolve the wider air quality challenge in GM. There will be consultation on a draft Clean Air Plan later this year;

- A refresh of the transport strategy for the City Centre, including a review of bus routeing and interchange; highway, rapid transit and active travel network provision; a parking and servicing review; and consideration of the application of a movement and place approach to managing the city centre streets; and

- New Mobility – further development of our transport innovation work including the next phase of the bike-sharing revolution, car-share expansion, an expanded EV rapid charging network, development of concepts for flexible on-demand bus services, supporting advancements with the Autonomous Vehicle agenda and progress with Mobility as a Service (MaaS).
3.6 The 2040 strategy highlights that the five-year Delivery Plans will be updated annually. It is the intention that producing a separate short-term delivery plan and updating it annually will enable GM to respond quickly to needs arising from new development and regeneration opportunities, as well as to additional funding opportunities and regulatory changes.

3.7 We plan to publish a new Delivery Plan and Annual Progress Report in the summer which will outline the transport investment that we are planning to work on over next 5 years. This will include funded and committed schemes, known longer term priorities to 2040 developed from our emerging pipeline of transport interventions and scheme development and studies that will further inform the 2040 Pipeline. The new Delivery Plan will also include:

- 2040 sub-strategy update;
- GMSF update – supporting the GMSF infrastructure plan;
- Update on other key priorities such as for Clean Air and Bus Reform; and
- Provide a funding update.

4. Conclusion

4.1 The 2040 Strategy sets out a clear route to ensure that the City Region identifies the key investments and policies for transport that underpin its wider objectives. Key aspects of delivery have already taken place, with considerable benefit for the City Region.

4.2 Strategy development is a continuous process. The policies and interventions in the 2040 Strategy set out a clear direction of travel to shape investment in GM’s transport network. It was envisaged that detailed sub-strategies would be required to develop more comprehensive guidelines for how we plan, manage and maintain GM’s transport network.

4.3 Investments that are planned through the ongoing delivery of the 2040 Strategy will continue to support growth in Greater Manchester and the delivery of GMSF. The annual Delivery Plan will outline the transport investment that we are planning to work on over the next 5 years. However, it is also clear that there needs to be flexibility within the delivery plan, so we are able to respond to changing circumstances, pressures and opportunities. There will be ongoing funding pressures that will affect the delivery of schemes and priorities, which underlines the importance of continuing to pursue devolution as a way of securing greater certainty around investment.
5. Recommendations

5.1 Members are asked to note the contents of this report.

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