1. **PURPOSE OF REPORT**

1.1 The purpose of this report is to outline the process undertaken by the GMCA, the districts and TfGM to understand and address the implications of housing and employment growth in GM on transport systems as part of the Greater Manchester Spatial Framework (GMSF) process.

2. **RECOMMENDATIONS**

2.1 That the committee:

   a) Note and support the process for developing, and subsequently publishing, a transport evidence base for the GMSF.

3. **CONTACT OFFICERS**

3.1 Simon Warburton, Transport Strategy Director
Transport for Greater Manchester
Simon.warburton@tfgm.com

3.2 Nicola Kane, Head of Strategic Planning and Research
Transport for Greater Manchester
Nicola.kane@tfgm.com

4. **BACKGROUND**

4.1 This report presents the ongoing work to prepare a transport evidence base for the Greater Manchester Spatial Framework (GMSF).

4.2 The GMSF is a joint plan for Greater Manchester, which sets out the spatial strategy for housing and employment land growth across Greater Manchester for the next 20 years. A strong transport evidence base will be needed to underpin the GMSF as it moves through the process of initial consultation (in November 2018), through to a second round of consultation (in August 2019) and finally to submission for examination in public (in early 2020).
4.3 A number of key supporting documents have been prepared in draft ready for publication, alongside the draft GMSF, for consultation in November 2018. These include:
- GMSF Transport Study [Part 1]: Understanding the Issues;
- GMSF Transport Study [Part 2]: Addressing the Issues;
- 2040 Transport Strategy Draft 5-year Delivery Plan (2019-2024); and
- GMSF portfolio of site concept plans.

4.4 A GMSF Strategic Modelling and Analysis Report will also be prepared to publication alongside the GMSF public consultation in 2019. This report will use the GM Strategic Modelling Suite to examine the potential impact of population, housing and employment growth on the GM transport network. It will be underpinned by local modelling and analysis work being led by the districts to support their concept planning of sites, which examines the potential local area impact of large new allocations.

5. GMSF TRANSPORT STUDY

5.1 The GMSF Transport Study Part 1 Report sets out the issues for the GM transport network associated with population, employment and housing growth. The report is principally a qualitative piece of work that draws upon the technical expertise of district and TfGM officers, Highways England and neighbouring authorities. The report examines issues collated from six study areas covering the whole of GM which identified the critical transport challenges for GM in planning for growth. These issues are summarised below:
- Local neighbourhood connections for walking and cycling.
- Creating sustainable locations and town centres – capitalising on the strengths of existing urban centres and public transport connections.
- Reducing reliance on the car for movement across the wider city region, including orbital connections between town centres.
- Radical transformation of sustainable transport capacity and connectivity in the Regional Centre – to benefit the wider GM.
- Integration of pan-Northern transport interventions (such as the North West Quadrant study, the Trans-Pennine Connectivity study, development of Northern Powerhouse Rail, NPR).
- Maximising efficiency and reliability of Greater Manchester’s existing transport network.
- Sustainable movement of freight.
- Preparation for innovations in future technology and travel behaviour.
Addressing these issues will help us to address environmental concerns such as air quality and carbon emissions, as well as helping to create good places to live in a thriving economy.

The Part 2 Report then sets out how these critical transport challenges can be addressed through the GMSF plan period. It recognises the importance of the GMSF site selection process and other areas of work – including bus reform, HS2 and Northern Powerhouse Rail, the GM Cycling and Walking Infrastructure Proposal, the GM Congestion Deal, clean air and public health agendas, and the emerging “Streets for All” approach – in addressing the critical issues.

The Part 2 Report collates and (where possible) maps the emerging strategic transport interventions that GM will need to deliver in the ‘Early plan period’ (through to 2026), the ‘Late plan period’ (2027-2037) and the ‘Post-plan period’ (beyond 2037).

It should be noted that the draft maps focus on the strategic interventions that may be needed during the plan period, the likely interventions required at a local level for each new allocation are being identified as part of the concept planning work and local area transport modelling being undertaken by the districts.

The interventions identified in the Part 2 Report are at varying stages of development. A large number are still studies and concepts, which will need to assessed and prioritised, before more detailed scheme development is undertaken and a business case produced. This pipeline process will ensure that the best schemes are developed and promoted to enhance our existing transport system and support future growth.

**2040 Transport Strategy Draft 5-year Delivery Plan**

The 2040 Transport Strategy 5-year Delivery Plan will be the mechanism by which GM presents the current status of the intervention pipeline and development work to the public, and, as part of the GMSF process, by which we demonstrate to an inspector that we have a plan for the delivery of the transport elements of the GMSF. The 5-year Delivery Plan will be updated annually to reflect changing funding circumstances, as well as emerging findings from study work, and any shift in strategic priorities.

The next iteration of the 2040 Transport Strategy 5-year Delivery Plan (2019-2024) will be published alongside the GMSF in draft for consultation. Public feedback on the plan will be considered and a final delivery plan produced in Spring 2019.

The Delivery Plan will contain:
- an aspirational long-term vision for transport;
• a bold approach to delivery; and,
• a clear programme for the short-term.

6.4 All of the documents described above will be published alongside the GMSF consultation in November 2018.

7. Modelling the Transport Impacts of the GMSF

7.1 The final area of the transport evidence base that is being prepared as part of the GMSF process is the application of the GM modelling suite to test and analyse the impact of proposed land use patterns on the transport network at a county-level.

7.2 Greater Manchester has access to an extensive, up-to-date multi-modal strategic transport modelling suite. This modelling suite is held and managed by TfGM on behalf of the Greater Manchester authorities, and is run using specialist software on TfGM’s servers.

7.3 The purpose of strategic transport modelling is to provide input to the necessary transport evidence to show the extent to which the GMSF is a deliverable, achievable, and therefore a ‘sound’ plan in transport terms.

7.4 The modelling suite will use the latest baseline housing and employment supply and new allocations data that is currently being compiled by the GMCA GMSF team. The modelling suite will be run with this data in order to test the following key questions:

• What are the trip making impacts of the forecast GMSF growth in population and employment?
• How is the transport network (including the current network and already committed improvements) expected to operate under these growth assumptions?
• What further transport interventions would be needed to achieve the GMSF’s aspirational transport outcomes? Are the aspirational transport outcomes realistic and achievable?

7.5 The modelling process will be iterative over the coming months – with the information from each iteration being used to further inform our approach to the new allocations and identification of transport interventions to address any strategic issues.

7.6 The ultimate aim of the strategic transport modelling is to inform the extent to which policy decisions and investment in the transport network can deliver the development proposals set out in the GMSF. Draft technical reports will be prepared as evidence for publication consultation in Summer 2019, with final technical reports refined ready for submission later in the year.
7.7 All documents described will be submitted as evidence alongside the final GMSF submission towards the end of 2019.

The following is a list of the background papers on which this report is based in accordance with the requirements of Section 100D(1) of the Local Government Act 1972. It does not include documents, which would disclose exempt or confidential information as identified by that Act.

The above papers and documents may be inspected during normal office hours at GMCA, Churchgate House, 56 Oxford Street, Manchester M1 6EU.
Housing, Planning and Environment Scrutiny Committee

GMSF Transport Update

16th August 2018
GMSF Transport Evidence Update

• Overview of key documents
• Timeline for work
• GMSF Transport Study
  • Part 1: Understanding the issues
  • Part 2: Addressing the issues
• The Pipeline Process
• GMSF Transport Modelling and Analysis
## Timeline

| Aug - Sep                                    | • Final edits to the GMSF Transport Study Reports [Part 1 & 2]  
|                                             | • Final concept planning of new allocation sites – including transport  
|                                             | • Early iteration of transport modelling and analysis  
|                                             | • Prepare draft 2040 Transport Strategy: 5-year Delivery Plan (2019-2024) |
| Oct                                         | • GMSF Consultation Draft to GMCA  
|                                             | • Publish 2040 Transport Strategy: 5-year Delivery Plan (2019-2024)  
|                                             | • Publish GMSF Transport Study [Part 1 & 2]  
| Nov - Jan                                   | • GMSF Consultation – including comments on transport evidence  
| Feb - Apr                                   | • Consultation analysis  
|                                             | • Publication of Final 5-year Delivery Plan (2019-24)  
|                                             | • Transport modelling and analysis based on final allocations  
| Aug - Oct                                   | • GMSF Consultation (submission draft)  
| Spring 2020                                 | • GMSF Submission |
GMSF Transport Study [Part 1]: Understanding the issues

- 6 Study Areas
- Workshops with districts and partners
- Identified the issues in each study area for delivering growth
- Collated critical issues for GM for delivering growth
- Identified the broad interventions that would help address these issues

- The 2040 Transport Strategy Evidence Base – updated in parallel with this work
I. Connected neighbourhoods

Form and design of new development

Access to local centres on foot and by bike

Severance – caused by busy roads and lack of crossing points

High proportion of short trips made by car
II. Travel across the wider city region

Existing public transport networks need enhancement in coverage and capacity

Car is the dominant mode for travel across the wider city region

Traffic congestion on key roads

Local highways impacts arising from major new strategic highway infrastructure proposals
III. Getting into and around the regional centre

Critical heavy and light rail constraints in the Regional Centre

Public transport access from outer Greater Manchester communities

Supporting economic growth while holding road traffic levels at or below 2016 volumes within the City Centre

Congestion on radial corridors and inner relief route
IV. City-to-city links

Resilience, reliability, speed and capacity of city-to-city strategic road and rail networks

Insufficient capacity for high-frequency local and long distance rail services

Need to ensure good public transport access to HS2 and NPR services from across GM
V. A globally connected city

Public transport access to Manchester Airport

Reliability and resilience for port access and long-distance freight
VI. Greater Manchester wide issues

- Network reliability and resilience
- Accessibility and affordability of public transport
- Ongoing network maintenance requirements
- Urban logistics and distribution
- Lack of integration on public transport
- Exploiting the potential of new technologies
- Safety and security
- Local air pollution and carbon emissions
- Severance caused by motorway and ship canal infrastructure
- 'Movement' and 'place' demands on streets
Part 1 Report: Critical issues for Greater Manchester summary

• Local neighbourhood connections for walking and cycling
• Creating sustainable locations and town centres – capitalising on the strengths of existing urban centres and public transport connections
• Reduce reliance on the car for movement across the wider city region, including orbital connections between town centres
• Radical transformation of sustainable transport capacity and connectivity in the Regional Centre – to benefit the wider GM
• Integration of pan-Northern transport interventions (NWQ, TPT, NPR)
• Maximising efficiency and reliability of GMs existing transport network
• Sustainable movement of freight
• Preparation for innovations in future technology and travel behaviour
GMSF Transport Study [Part 2]: Addressing the issues

- Overview of the critical issues
- Description of the interventions needed in each study area to address the issues and address
- Phasing (early, late, post-plan period)
- Mapping of interventions where possible

- Outputs feed into the GM Transport Strategy 5-year Delivery Plan 2 (2019-2024)
- Delivery Plan 2 will be published alongside the GMSF consultation in Autumn
GMSF and Other Work Programmes associated with GM 2040 Transport Strategy

GMSF
HS2 / NPR
Bus reform
Cycling & Walking
Public health
Congestion Plan
Clean air
Streets for All

Delivery Plan
Outcomes for people and place

… bringing it all together!
Part 2 Report: Emerging intervention mapping

• “What will our transport system will look like in 2040?”

• Consists of a series of plans of the transport system and emerging interventions, for each study area, at phased time periods:
  
  • Early plan period (through to 2026)
  • Late plan period (2027 – 2036)
  • Post-plan period (2037 and beyond)

  – Accompanying commentary about the interventions (including those that are impractical to illustrate)
The Pipeline Process

**Reservoir**

1. **Studies**: area, theme or idea-based study to define objectives
2. **Concepts**: develop options to achieve the objectives

**Pipeline**

3. **Scheme development**: first phase development of potential interventions / schemes to Strategic Outline Case (SOC) or Outline Business Case (OBC) prior to funding identification

**Implementation**

4. **OBC**: business case development to OBC, with funding identified (or allocated) but not approved / released
5. **FBC**: final business case development to full approval, with funding
6. **Delivery** (to close out) and **7. Operations** (with ex post evaluation)

What transport strategies and studies do we need?

Assess and confirm which interventions are developed further?

Assess and confirm which interventions best meet available funding objectives/priorities?
The 2040 Delivery Plan presents the public-facing version of the Pipeline:

- Aspirational long-term vision for transport
- Bold approach to delivery
- Clear programme for short-term
- Direct support to GMS and GMSF

The 2040 Delivery Plan is to be updated annually to ensure there is always an up-to-date position.
Transport Modelling and Analysis

• The TfGM Strategic Models will be used to assess the impact of changes to transport system performance associated with GMSF land development.

• Key questions:
  – What are the trip making impacts of the forecast GMSF growth in population and employment?
  – How is the transport network (including the current network and already committed improvements) expected to operate under these growth assumptions?
  – What further transport interventions would be needed to achieve the GMSF’s aspirational transport outcomes? Are the aspirational transport outcomes realistic and achievable?

• An iterative approach will be taken to enable adjustment in the land use and transport proposition
CA approves Draft Plan for informal consultation

Public consultation (12 weeks)


Local elections

CA approves Draft Plan for consultation

Public consultation on draft plan

Analysis of issues and preparation for submission

CA approves plan for submission

1st Fix of site selection to inform modelling

2nd Fix of site selection to inform modelling

3rd Fix of site selection to inform modelling

Consider implications of modelling – land use and interventions

Consider implications of modelling – land use and interventions

Consider implications of modelling – land use and interventions

Level of detail and robustness of the modelling and analysis improves for each successive iteration
Discussion and questions...