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2. Context for LTP3

2.1. Greater Manchester's Vision for the Future

The third Greater Manchester Local Transport Plan (LTP3) provides a clear set of investment priorities and complementary activities that support the maximum potential economic growth in Greater Manchester, whilst also acknowledging the need for lower carbon travel patterns and the importance of addressing the economic and social costs and impacts of deprivation within our community.

In recent years, 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 collaborative approach to accelerating growth, led by the private sector, and driving up the economic activity levels of all our residents.

Looking to the future, the Greater Manchester partners have developed a clear vision to secure our place 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 the conurbation 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 (ie the chances an individual has to improve his or her quality of life) 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; and
- developing our transport system, to best support economic growth, social well-being, environmental improvement and better public health across Greater Manchester.

The GMS also articulates strategic objectives for transport. LTP3 reflects these in order to support 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 the personal safety and security of travellers on the system; and
- developing an integrated approach to the transport network and travel demand management that helps to support lower carbon travel across Greater Manchester.

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.

Following 20 years of voluntary co-operation through the Association of Greater Manchester Authorities (AGMA), the Greater Manchester authorities have now received 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) as a key component of these governance arrangements, building on the unique public and private partnership that is already in place. LEPs have been promoted by the Government as a key element of its localism strategy. The Greater Manchester LEP represents a further opportunity for the conurbation's businesses, local authorities and our key partners to build upon a long period 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 Greater Manchester Combined Authority and the LEP will enable the private sector to play an even more active leadership role in securing economic growth, allowing 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.

The reformed public sector governance system also includes a new approach to the way in which transport systems are managed in Greater Manchester. The current transport governance arrangements have been re-focused around the new "Transport for Greater Manchester" 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 are developing with the Government new models of working (or "protocols") for local rail, highways and bus systems.

The Greater Manchester rail protocol outlines the expectations for engagement between Department for Transport (DfT), Network Rail and Greater Manchester across the range of decision making processes. It sets out the process for engagement in terms of the key stages of policy development, strategic planning, specification, procurement, project delivery and service delivery. 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.

Responsibility for the management of the road network in Greater Manchester is split between the Highways Agency 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. With the establishment of Transport for Greater Manchester there are opportunities for much greater integration and closer working relationships with the Highways Agency (HA) and the ten authorities for the operation and development of both 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, which will not always be consistent, 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.

There is the potential for the bus system to play a bigger role in meeting our economic, social and environmental objectives and we are investigating how best to achieve this. For example, we have been working with DfT 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 public subsidy and infrastructure investment that goes into the bus system in Greater Manchester. This approach will also enable us to define clearly 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 'Gross Value Added' (GVA) growth in Greater Manchester (ie jobs and productivity) and reductions in deprivation.

2.2. Key Challenges in Delivering the Vision

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 significantly lower relative public spending, 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 four critical sets of challenges set out here, which relate to economic, environmental, public health and fiscal pressures, are not exhaustive; the proposed objectives listed at 2.4, and described in greater detail in chapter 4, aim to provide a fuller articulation of the challenge for LTP3. However, the following challenges will very much shape and determine all our approaches to meeting our objectives in the coming years.

Supporting Economic Growth and Tackling Deprivation

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 its 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 whilst ensuring good value for money. This approach lies at the heart of GMS and is key to the Greater Manchester Combined Authority model and emerging LEP proposal, and shapes the priorities for LTP3.

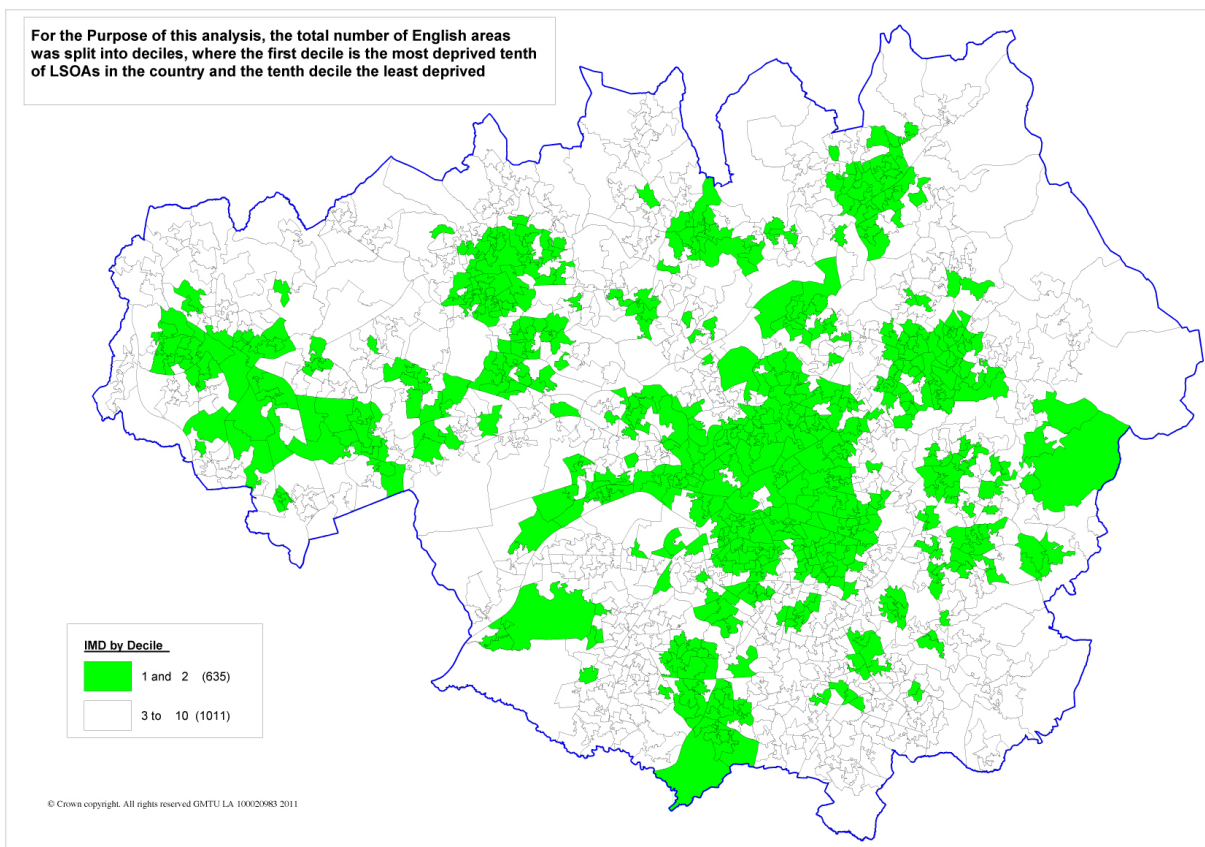
The regeneration of the Regional Centre and the main town centres as employment locations, service centres and, increasingly, places to live will remain key priorities. AGMA is now preparing a Greater Manchester Spatial Framework (GMSF), which will inform priorities for investment decisions to support development which is important for the conurbation, for example by securing necessary supporting infrastructure. The GMSF will set out guiding principles for development and investment within a framework which underpins economic growth, reduces carbon emissions, addresses entrenched economic and social exclusion and creates attractive places with high environmental quality.

The priority will be to drive growth through private sector-led investment strategies. We will support the achievement of this policy, not only by developing sustainable transport approaches which link people and skills to jobs and opportunities, but also by bringing public and private resources together to deliver much-needed infrastructure. 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. This includes Accelerated Development Zones (ADZ), where a concentrated 'offer' is developed to support a key economic growth point that already benefits from distinctive features such as business clustering.

There are still significant issues of deprivation in the conurbation which are reflected in all aspects of life: employment, education/training and health. These issues not only hold back the prospects of some communities being able to benefit fully from the opportunities that Greater Manchester offers, but 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 addressing this to maximise the impact on our future economic growth.

Transport can be a barrier to accessing work, healthcare and education/training and traffic can affect the safety and attractiveness of neighbourhoods and the wellbeing of residents. 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 (see Figure 1.2). 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 education/training and work, and in supporting further regeneration. Therefore, we will maintain and strengthen initiatives that help our most socially and economically excluded neighbourhoods and communities to contribute more fully to a future vibrant economy. Local initiatives to increase walking and cycling will not only provide low cost travel options but, by improving health, will also benefit the economy through improved productivity.

Figure 1.2: Indices of Multiple Deprivation



Additional growth will also bring a number of challenges in terms of the capacity and reliability of transport networks, particularly those serving commuters accessing new jobs in the Regional Centre. Significant 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, so increasing 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 areas, particularly relating to the key radials into the Regional Centre and Inner Ring Road, we will also need to secure targeted investment in new/improved parts of Greater Manchester's strategic road network in order to maintain efficiency across the network as a whole.

Delivering a Low Carbon Economy

Greater Manchester aspires to move towards a lower carbon economy and society and reap benefits in the form of new competitive advantages, higher quality of life, improved environmental quality, better neighbourhoods and homes for more self-reliant communities. This will require us to develop innovative solutions to address the carbon impact of growth, and travel in particular, whilst also making our infrastructure more resilient to the impacts 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 Government's recognition of the relationship between low carbon and economic objectives. In September 2010, the Government announced its intention to create a Local Sustainable Transport Fund (LSTF), to drive progress in this policy area.

Greater Manchester currently has a CO₂ emissions footprint of 15.8 million tonnes per annum. Based on government targets, set out in the Low Carbon Transition Plan, this needs to be reduced to below 10 million 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.

It will be possible, given adequate resources, for Greater Manchester to reduce carbon emission from transport by the required amount through a combination of energy efficiency, alternative fuels and modal shift, either to active travel modes for short journeys or to public transport for longer ones. Effective measures include a reduction in the need to travel, improved pedestrian and cycle infrastructure, support for the take up of low carbon vehicles and fuels, low carbon buses, driver training, improved energy efficiency of the highways networks through better network management (including stricter enforcement of speed limits), and targeted 'Smarter Choices' initiatives to bring about travel behaviour change. These measures will help Greater Manchester to adapt to rising oil prices by providing alternative, and economically advantageous, travel opportunities. They also present opportunities to develop innovative solutions for delivery that secure maximum market-led investment eg in cycle hire schemes. In the longer term, electric vehicles have the potential to make a contribution to carbon reduction as vehicle prices become more competitive. 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 and have been successful in bidding for funding to support a network of charging points for electric vehicles, through the 'Plugged in Places' initiative.

Alongside this, climate change projections indicate the potential for more extreme weather events over the coming decades. It is predicted that the North West will see hotter, drier summers and wetter, warmer winters. This could have serious implications for the management of transport infrastructure. The impact of a future oil production peak will have a profound impact on transport, impacting on the availability and price of oil, including all of its derived products. Rising electricity prices will impact on Metrolink and electrified rail, as these costs are likely to be passed on to passengers to some extent.

Protecting and Enhancing Public Health and Safety

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 within a suite of measures. Active travel can play an important role in increasing overall levels of activity and therefore improving public health. According to the NHS², the resulting cost to the UK economy of absenteeism, premature death and treatment is between £8 billion and £10 billion per year.

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.

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 forecasts by Department of the Environment, Food and Rural Affairs (DEFRA) project that this will remain the case in the period to 2015.

In 2009, over 9,000 people were injured in accidents on Greater Manchester's roads; 794 of them were either killed or seriously injured (KSI). In addition to the human cost of road accidents, the financial cost of these accidents is estimated at around £225 million, taking into account the loss of output, NHS costs, emergency services costs, vehicle repair or loss costs and traffic delays³. 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

² Be Active, Be Healthy – A Plan for Getting the Nation Moving, Department of Health 2009

³ Calculated using DfT figures: <http://www.dft.gov.uk/webtag/documents/expert/unit3.4.php#03>

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.

Supporting National Transport and Spending Priorities

In addition to addressing the above challenges, our final LTP3 strategy is designed to ensure that it fits well with Government transport policy priorities and that it reflects the implications of the national Spending Review process.

The Government's priorities, as set out in the 'Programme for Government' include 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". In September 2010, the Government announced its intention to create a new Local Sustainable Transport Fund to "challenge local transport authorities outside London to develop packages of measures that support economic growth and reduce carbon in their communities as well as delivering cleaner environments, improved safety and increased levels of physical activity". The Government's priorities mirror very closely the strategic intent set out in the GMS, and the objectives for LTP3, in terms of their recognition of the three key drivers for transport policy: economic growth, quality of life and carbon reduction. Therefore, the Greater Manchester Combined Authority and Transport for Greater Manchester will be keen to explore with Government the potential for the newly proposed Fund to support a number of the initiatives set out in this strategy.

However, alongside this, in October 2010, the Government published the outcome of its Spending Review for the period 2011/12 to 2014/15, shaping the scale of public resources that are available to support the short-term delivery of this LTP3 strategy. The impact of the Spending Review on transport results in major challenges in prioritising limited funds to address the outcomes that matter most in the short term. Our approach is to prioritise in a manner that complements the Government's 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.

In accordance with the Government's aims, there will be an increased need for private sector investment in infrastructure, through the planning system. Therefore this is fundamental in support of our LTP strategy.

2.3. Core Objectives for LTP3

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

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 in order to minimise the impact of climate change;
- to ensure that the transport system facilitates active, healthy lifestyles and a reduction in the number of casualties; and that other adverse health impacts are minimised;
- to ensure that the design and maintenance of the transport network and provision of services supports sustainable neighbourhoods and public spaces and provides equality of transport opportunities; and
- to maximise value for money in the provision and maintenance of transport infrastructure and services.