

**Manchester City Council  
Report for Information**

**Report to:** Economy Scrutiny Committee – 6 February 2019

**Subject:** Greater Manchester Transport Strategy 2040: Draft Delivery Plan (2020–2025)

**Report of:** Strategic Director, Development and Deputy Chief Executive

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**Summary**

This report presents the Greater Manchester Transport Strategy 2040 Draft Delivery Plan (2020-2025) for the committee to comment on. It has been developed in conjunction with the Greater Manchester Spatial Framework and is an important document in demonstrating how it is intended to effectively integrate new and existing development with future transport investments. The report sets out the background, the purpose of the plan and the timeline for publishing a final version of the Delivery Plan later in 2019.

**Recommendations**

The Committee is recommended to:

- Note and comment on the content of this report and the Draft Delivery Plan, particularly in terms of its implications for the city and plans to deliver an effective, inclusive and sustainable transport system. A summary Fact Sheet is attached at Appendix 1.
  - Note the timetable set out in the report for agreeing a final version of the Delivery Plan later in 2019.
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**Wards Affected:** All

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**Alignment to the Our Manchester Strategy Outcomes (if applicable):**

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The 2040 Draft Delivery Plan sets out the planned transport investments in Greater Manchester. Such investment will play a key role in helping to underpin a strong and inclusive economy and be an important stimulus to further employment growth in the city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The Draft Delivery Plan sets out plans to deliver a significant level of investment in new transport infrastructure across Greater Manchester. This

	investment will create direct opportunities for skilled workers during construction and will support growth in the local economy, unlocking new opportunities.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	An important emphasis of the Draft Delivery Plan is to improve transport connections to job and other opportunities across the city and Greater Manchester as a whole. Ensuring that public transport improves for all residents is an important goal of the Plan
A liveable and low carbon city: a destination of choice to live, visit, work	The Delivery Plan contains a range of proposals designed to reduce the carbon footprint of the city's transport system including introduction of more higher quality facilities for pedestrians and cyclists and a significant enhancement of the scale and capacity of charging points for electric vehicles.
A connected city: world class infrastructure and connectivity to drive growth	Improving connectivity is the overall aim of the Draft Delivery Plan and many measures that it contains are designed to ensure that Manchester's transport system is further developed to enable it to compete effectively with other cities at home and abroad.

#### **Contact Officers:**

Name: Richard Elliott  
Position: Head of Policy, Partnerships and Research  
Telephone: 0161 219 6494  
E-mail: r.elliott@manchester.gov.uk

Name: Ian Graham  
Position: Principal Policy Officer  
Telephone: 0161 234 1166  
E-mail: i.graham@manchester.gov.uk

#### **Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Transport 2040 – Transport Strategy for Greater Manchester  
GM Transport Strategy 2040 Draft Delivery Plan (2020-2025)

<https://www.tfgm.com/2040/delivery-plan-2020-2025>

## **1.0 Introduction and Background**

- 1.1 This report introduces the “Greater Manchester Transport Strategy 2040 Draft Delivery Plan (2020-2025)” and sets out how the plan has been developed in conjunction with the Greater Manchester’s Plan for Homes, Jobs and the Environment – Greater Manchester Spatial Framework (GMSF) which is the subject of an earlier report on the agenda. A Delivery Plan summary Fact Sheet is attached at Appendix1.
- 1.2 The delivery plan refers to what the elected Mayor, GMCA, local authorities, the Local Enterprise Partnership and TfGM – collectively want to achieve in the next 5 years through a transport investment and reform programme, to work towards delivering the vision set out in the Greater Manchester Transport Strategy 2040. It has been prepared to respond to the range of economic, social, environmental and quality of life opportunities and challenges facing Greater Manchester.
- 1.3 It sets out the practical actions planned to deliver the Greater Manchester Transport Strategy 2040 and the Greater Manchester Strategy, and to enable a coordinated approach to transport investment. It contains the schemes and interventions necessary to begin to address the existing reliability and capacity issues on our transport network, to deliver a more sustainable and integrated transport system, and to deliver housing and employment growth.
- 1.4 The delivery plan sets out the transport projects and supporting measures, in the short and longer terms, that it is intended to deliver. The Plan has an important role in demonstrating that there are plans in place to deliver the transport investment identified as necessary in the GMSF. The delivery plan will be updated as required to reflect changing funding circumstances, as well as emerging findings from study work, and any shift in strategic priorities.
- 1.5 The process of preparing this draft delivery plan has involved: district planning and transport officers; Highways England; TfGM and other partners. There is broad consensus across district officers that this document is a fair representation of the aspirations for transport across Greater Manchester.
- 1.6 A copy of the draft Delivery Plan and its Executive Summary is appended to this report for consideration.
- 1.7 The delivery plan has been published alongside the GMSF consultation documentation.

## **2.0 Purpose of the Delivery Plan**

- 2.1 The “Draft Delivery Plan (2020-2025)” has been prepared in parallel with the GMSF and has been published for consultation alongside the draft GMSF. Together these documents demonstrate an integrated approach to transport and land use planning, which identify the strategic transport interventions required to deliver growth.

- 2.2 A strong transport evidence base will be needed to underpin the revised GMSF as it moves through the process of initial consultation (in January 2019), through to a second round of consultation (later in 2019) and finally to submission for examination in public (Spring/Summer 2020).
- 2.3 The draft delivery plan will be one of the key supporting documents through this process, demonstrating Greater Manchester's commitment to delivering the transport investment and reform necessary to support growth and the pattern of development required.
- 2.4 The draft delivery plan also sets out our vision to improve our transport system to support a reduction in car use to no more than 50% of daily trips, with the remaining 50% made by public transport, walking and cycling. This will mean a million more trips each day using sustainable transport modes in Greater Manchester by 2040. The goal is to deliver growth without increasing overall motor-vehicle traffic kilometres and adding to highway congestion. Our progress towards this vision will be monitored, and adjustments made to future iterations of the delivery plan to ensure we stay on track to achieve this goal.
- 2.5 Integration is key to achieving this goal – and is at the heart of both the 2040 Transport Strategy and the delivery plan. The 2040 Transport Strategy sets out our ambition to enable people to move seamlessly between services on a single, easy-to-use transport network. Many of the interventions in this Delivery Plan will move Greater Manchester closer to this ambition, such as potential reform of the bus market to achieve network integration in terms of routes, timing and interchange between services, and with other modes such as rail and Metrolink.
- 2.5 The draft delivery plan also has an important role in supporting Greater Manchester to achieve greater long-term certainty over transport funding. In particular, the document will be the foundation for work with government towards establishing a fully devolved, long-term infrastructure budget for Greater Manchester.
- 2.6 The draft delivery plan also sets out the resources/powers “ask” of Government – including a Greater Manchester Transport Fund 2, an affirmed commitment to the delivery of HS2 and Northern Powerhouse Rail (NPR), increased funding to improve air quality and greater powers over such things as highway management, rail operations and investment and taxi and private hire vehicle licensing.

### **3.0 Other GMSF supporting evidence**

- 3.1 In addition to the Draft Delivery Plan (2020-2025), a number of other key supporting documents have been prepared, alongside the draft GMSF. These include:
- GMSF Transport Study: Understanding the Issues
  - GMSF Transport Study: Addressing the Issues
  - 2040 Transport Strategy Evidence Base Update

- 3.2 A “GMSF Transport Study: Strategic Modelling and Analysis Report” will also be prepared – when the GMSF allocations have been agreed – with the intention of publishing this alongside the second GMSF public consultation later in 2019. This report will use the GM modelling suite to examine the potential strategic impact of population, housing and employment growth on our transport network. It will be underpinned by local modelling and analysis work being led by the districts, as part of their concept planning of sites, which examines the potential local area impact of large new allocations.
- 3.3 There is also an intention to prepare a transport review of the agreed GMSF new allocations. This will set out a more detailed framework for delivering the strategic interventions that have been identified in support of these sites.

#### **4.0 Content of the Draft Delivery Plan**

- 4.1 The draft delivery plan consists of an introduction and observations on the challenges and opportunities for transport in Greater Manchester. The background section is structured around the four ‘pillars’ of the 2040 Transport Strategy vision: economy, environment, quality of life, and innovation – and references the ambitions of the Greater Manchester Strategy, the GMSF, the Local Industrial Strategy, Congestion Deal, the Green Summit and the Clean Air Plan, amongst other matters.
- 4.2 In relation to the GM Clean Air Plan, this will ensure that Greater Manchester can address the nearer term issue of air pollution, and in particular NO<sub>2</sub>, in existing urban areas. This is a crucial component in safeguarding our urban areas as the strategic focus for future development, as is set out in the revised draft Greater Manchester Spatial Framework.
- 4.3 The document sets out the link between the draft delivery plan and the GMSF, and the vision for 2040, along with the transport investments that support and are supported by the new housing and commercial development sites. The “delivery” section of the plan – which is structured around public transport, streets for all, and integration – outlines the interventions that, in the next five years, the Greater Manchester authorities:
- are committed to delivering;
  - aim to complete investment cases for early delivery; and
  - will further develop in order to identify options and determine feasibility.
- 4.4 The plan also highlights those longer term issues and interventions that it is expected will need to investigate beyond 2025.
- 4.5 The final sections of the Draft Delivery Plan look at the funding and devolution ‘asks’ of government, and set out the current Key Performance Indicators which will be used to measure success.

## 5.0 Implications for Manchester

- 5.1 The Draft Delivery Plan sets out how the transport system in Greater Manchester needs to be improved to better meet the needs of today's residents while also identifying the future investments that will be required to support the predicted growth in the local economy and in population in the future.
- 5.2 The GMSF proposes that 27% of new housing and 63% of new office space in Greater Manchester over the plan period from 2018 to 2037 will be located in Manchester with a particular focus in the city centre and neighbouring areas. Manchester sits at the heart of the wider region's transport networks and therefore improvements in transport infrastructure in other parts of Greater Manchester very often have implications for the city. Similarly, network wide proposals such as plans to introduce a better integrated ticketing offer or to reform the way in which bus services are delivered will have particular implications, and potentially significant benefits, for the city. The delivery of transport schemes of national significance such as HS2 and NPR will also impact on Manchester.
- 5.3 Manchester Airport and Airport City is a second area where significant growth in employment and overall travel demand is predicted with passenger numbers at the Airport expected to increase from 28 million per annum today to over 50 million by 2050 and very significant increases in employment in the area.
- 5.4 The Delivery Plan identifies the following network wide proposals which will have benefits to the city:
- **Bus Reform:** An assessment of a range of options to reform the bus market in Greater Manchester
  - **Congestion Deal:** A range of measures and projects to reduce congestion in the city-region. This includes 27 new trams funded by the Transforming Cities Fund
  - **Streets for All:** A series of projects to make our streets more focused on people and places, rather than just vehicle traffic, including £160m investment in walking and cycling through the Mayor's Cycling and Walking Challenge Fund. This is likely to include a new Greater Manchester public bike hire scheme
  - **Clean Air Plan:** A package of measures designed not only to achieve legal compliance but to address air pollution as a contributor to ill health and reduce transport-related carbon emissions, protecting both people and the environment
  - **Integrated Ticketing:** Projects to make travelling on and between different kinds of public transport easier and more accessible including Metrolink zonal tickets and contactless and integrated and smart travel across the North
  - **Creation of urban consolidation centres** and other measures to reduce the impact of goods vehicles

- **Transpennine Route Upgrade to Leeds:** To deliver faster, longer, more frequent and more reliable services across the North of England (delivered by Network Rail)
- **Rail Service Improvements:** To deliver faster, more frequent and more reliable services across the
- North of England e.g. Manchester-Preston Electrification, and Calder Valley Line improvements (delivered by Network Rail)
- **Motorway improvements:** to provide a more resilient and reliable motorway network, including continued delivery of the Smart Motorways programme and local junction improvements (delivered by Highways England)
- **New stations:** TfGM is currently evaluating the feasibility of potential new rail stations and Metrolink stops in Greater Manchester, with a view to developing more detailed plans for a small number of stations that are likely to deliver the greatest value for money. Two stations in Manchester at Baguley and Sandhills in the Northern Gateway development are emerging as priorities for further investigation. The aim would be to deliver the schemes that offer the greatest benefits within the shortest possible timescales

5.5 The Delivery Plan also identifies the following proposals in the Manchester as being priorities for the first five years in the city:

- **Castlefield Rail Corridor Capacity Expansion:** To increase the number of trains that can run through this restricted point (delivered by Network Rail)
- **Cycling and Walking Infrastructure:** Including improving cycling and walking infrastructure between Chorlton and Manchester city centre and a range of other schemes across the city
- **Increased Metrolink capacity:** More double units to operate between East Didsbury and Shaw, and across other parts of the network
- **Manchester and Salford Inner Relief Route (A57 Regent Road & Great Ancoats Street):** To improve capacity across the network and reduce severance impacts of the ring road on local communities
- **Mancunian Way junction with Princess Parkway:** To increase capacity, traffic management and walking and cycling improvements.

5.6 The Transport Delivery Plan also identifies longer-term ambitions and priorities for transport investment and infrastructure across Greater Manchester. Funding is in place to complete business cases for some of these schemes, but further funding for development and delivery of any of these longer-term priorities needs to be secured. These include:

- **New Tram-Train Lines:** To expand the Metrolink network by using existing rail lines. This could include pilot pathfinder projects from Altrincham to Hale, Manchester Airport to Wilmslow and Rochdale to Heywood. It could be followed by new lines to Bury, Stockport to Altrincham via Wythenshawe, Marple, Hazel Grove, Warrington and Wigan

- **New Metrolink Connections (Port Salford, Stalybridge, Middleton, Salford Crescent):** To connect the Metrolink network with the growing freight terminal and existing and growing urban centres
- **The arrival of High Speed 2 and Northern Powerhouse Rail:** To prepare Greater Manchester's infrastructure for the arrival of these new national and regional rail projects so that they align with local networks and growth ambitions, including fully integrated stations including those at Piccadilly and Manchester Airport.
- **City Centre Metro Tunnel:** To improve rapid-transit capacity across Manchester city centre and rail connections across the wider city-region as identified above additional capacity would be required. The Plan identifies the need to carry out further work to investigate the option of a city centre tunnel to facilitate future growth.

## **6.0 Consultation**

- 6.1 In parallel, with the GMSF consultation, a light-touch consultation on the document is currently being undertaken. Interested parties are invited to comment via the 2040@tfgm.com email address. There will be no formal consultation website or questionnaire, as the focus for the public consultation will be on the GMSF document. From a transport perspective the comments on the GMSF connectivity chapter will be of particular relevance to considering whether any changes are required to the delivery plan before the final version is published later in the year.
- 6.2 The comments received via the email address will be combined with the comments received via the GMSF consultation for analysis, and will be used to inform the final version of the delivery plan. Comments from Members on the draft plan are therefore requested at this stage.

## **7.0 Next steps and timescales**

- 7.1 Following the current consultation of the GMSF and the draft delivery plan, and analysis of the consultation outcomes, a final version of the delivery plan will be prepared for publication later in 2019.

## **8.0 Recommendations**

- 8.1 Recommendations are set out at the front of this report.