

ASSOCIATION OF GREATER MANCHESTER AUTHORITIES

COMMITTEE: AGMA EXECUTIVE BOARD

DATE: 31 OCTOBER 2008

SUBJECT: GREATER MANCHESTER 2nd LOCAL TRANSPORT
PLAN PROGRESS REPORT

REPORT OF: THE HEAD OF THE GM JOINT TRANSPORT TEAM

PURPOSE OF REPORT

The Greater Manchester Local Transport Plan Progress Report 2008 is a statutory requirement and must be submitted to Government by the end of the 2008 calendar year.

This report provides a background to the document, and details the consultation and approval processes required. Appendix 1 to the report is an executive summary of the information included in the Progress Report. Appendix 2 lists the names and contact details of the GM Local Transport Plan Steering Group officer representatives.

BACKGROUND INFORMATION

Greater Manchester 2nd Local Transport Plan
<http://www.gmltp.co.uk/pdfs/2006/GMLTP2.pdf>
Greater Manchester 2nd Local Transport Plan Summary
<http://www.gmltp.co.uk/pdfs/LTP2Summary.pdf>

RECOMMENDATIONS

Members are recommended to:

1. Note the progress made in delivering the Greater Manchester Local Transport Plan 2;
2. Comment on the key achievements and priorities of the Local Transport Plan 2 period; and
3. Agree to delegate final sign-off of the document to the chair and vice-chairs of AGMA.

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1. Introduction and Background

- 1.1. The Transport Act 2000 requires local authorities to produce and maintain a 5 year Local Transport Plan. A Local Transport Plan sets out an area's local transport vision and strategy, alongside an accompanying implementation programme. Within Greater Manchester the production and monitoring of the plan is co-ordinated by the Greater Manchester Joint Transport Team (GMJTT), but delivery of the individual schemes and measures contained in it is the responsibility of the individual Highway Authorities and GMPTA/E.
- 1.2. Greater Manchester's 1st Local Transport Plan ran from 2001-2006, and we are now approximately half way through the 2nd LTP period which runs from April 2006 to March 2011. We are required to produce a progress report to be submitted to central government by the end of 2008. We are also required to look forward at the transport opportunities and challenges that Greater Manchester will face over the next few years. The document is required to report on all transport initiatives and schemes, and not just those using LTP funds.
- 1.3. Unlike previous years, the document will not be scored/graded and will not have any effect on LTP funding during the remainder of the LTP2 period, but will demonstrate to Government the extent to which we are meeting national targets around transport. The DfT guidance also requires constructive engagement with Government Office (which has been carried out by GMJTT) and for authorities to engage with their individual Local Strategic Partnerships, as the LTP supports a number of LAA indicators.
- 1.4. The Greater Manchester Progress Report 2008 comprises a main document and individual appendices for each local authority. Production of the main document has been co-ordinated by the Greater Manchester Joint Transport Team, whilst the area appendices have been written by Council Officers using a standard template. The SEMMMS (South East Manchester Multi-Modal Strategy) authorities have provided a similar styled implementation document which will also be printed separately.
- 1.5. The other appendices which were required by government are
 - Technical information on each authority's progress in meeting their Network Management Duties
 - Information on each authority's progress on producing Transport Asset Management Plans
 - Each authority's Air Quality Action Plan, together with information from the Highways Agency, GMPTE, the Freight Quality Partnership and Manchester Airport.

These technical documents will not be printed, but electronic versions will be available from www.gmltp.co.uk.

- 1.6. An executive summary document of the Progress Report will also be produced for wider circulation.
- 1.7. Authorities have indicated how many copies of the Progress Report, their area appendices, and the GM executive summary they would like printed.

2. Consultation and Approval

- 2.1 The document has been taken to Greater Manchester Local Strategic Partnerships by transport policy officers of the 10 authorities, with input where requested from GMPTE officers. This provided a varied response, with the majority of comments of a localised nature. These have been taken on board by individual authority authors who have modified their appendices accordingly.
- 2.2 Government Office have been involved in the process throughout the production, and officers from the GM Joint Transport Team presented a summary of the report to a GONW delegation on 13th October, as part of an ongoing dialogue.
- 2.3 Feedback has also been given from public transport operators, the Highways Agency, Manchester Airport and the Greater Manchester Directors of Public Health.
- 2.4 The document is now going through the different approval processes of the Greater Manchester authorities. For further details on individual approval and LSP consultation processes, or for information regarding the content and distribution of individual authority appendices Members should contact their GM Local Transport Plan Steering Group representative, details of which are included in Appendix 2. The document has been to the GMPTA on 17th October, with members agreeing to delegate approval of the final version of the report to the Deputy Clerk and Interim Chief Executive, in consultation with the Chair, Vice-chair, Chair of Policy Committee and Leader of the Opposition.
- 2.5 The deadline for submission of the document to Government is the end of the calendar year. Due to this requirement, the print deadline is the 21st of November. Work is ongoing on the document to improve the formatting and style of the document, and to make changes in line with suggestions from GONW and other key partners. Therefore, AGMA Executive members are asked to delegate the final sign-off of the document to the chair of AGMA, and the three vice-chairs.

APPENDIX 1- Draft Executive Summary of LTP2 Progress Report Document

1. Objectives

The overall context of the LTP is set by the 8 themes of 'Sharing the Vision – a Strategy for Greater Manchester'. These are promoting a dynamic economy; enhancing the regional centre; promoting culture, sport and tourism; improving connectivity; raising levels of education and skills; creating sustainable communities; reducing crime and improving health and healthcare services

The transport objectives that will help to achieve these themes are:

- To provide a sustainable transport network that will support regeneration and economic growth.
- To mitigate any negative impact, in terms of car trips and freight movements, of major development sites on the transport network.
- To ensure that the transport system meets the needs of all.
- To ensure that the transport system enhances the quality of life of the community and contributes to the reduction of carbon emissions.
- To improve safety and personal security for all users of the transport network, particularly the most vulnerable.
- To maintain, improve and make the best use of the existing transportation infrastructure.

2. Investment

Spending on transport was maintained at a high level through the first two years of the LTP2 period.

- Approximately £67 million across Greater Manchester was spent on minor capital transport schemes over the two year period. This was 97% of the total allocated.
- Approximately £78 million was spent on highways maintenance over the two years, considerably more than the £58 million allocated (134%). These maintenance funds were transferred from minor works LTP funds, or were additional funding provided from authorities own resources (such as using prudential borrowing).
- Approximately £65 million was spent on major schemes (those costing over £5 million) over the two years, including the completion of the SEMMMS and Northern Orbital QBC schemes.
- Other funds provided via the LTP include; approx £7m p.a each for SEMMMS and GM Transport Infrastructure Fund.
- £28 million of additional funds from other budgets, private contributions and other sources contributed to LTP schemes.

3. Performance against targets

Overall, we are on track for 22 targets. It is currently unclear for 8 and we are not on track for 2 targets. The following sections set out in more detail our achievements, issues and future priorities. A summary of performance against each target is set out in section 10.

4. Practices to increase value for money and efficiency

Following on from the production of LTP2, the Greater Manchester authorities instigated a fundamental review to investigate how we could improve our performance measurement, management and use of information. This has led to;

- The establishment of Performance Groups and increased responsibility for targets.
- A reorganisation of sub-groups supporting LTP Steering Group and the Greater Manchester District Engineers.
- A review of data quality, collection and dissemination.
- Better project management procedures as a means of standardising the methodology used to plan, monitor and manage projects.
- Continued creation and use of shared resources, such as the central road safety team.
- A review of small scheme prioritisation.

There has also been an increase in collaborative working to reduce and share costs, such as Trafford and Stockport councils sharing resources for transport planning.

5. Congestion and Economy

5.1 We have achieved:

- An overall reduction in congestion on 15 routes (3.3% improvement in person journey times on key routes in the last year) in line with meeting the LTP target of no increase in congestion over 15 target routes by the end of the LTP2 period. However, in the medium to long term, LTP resources alone will be insufficient to maintain the target.
- Increases in Bus (+2%), Rail (+19%) and Metrolink (+6%) patronage since 2005/06, and resident's satisfaction with bus services (+6%) since 2003/04. Rail satisfaction for regular users is higher than any in other Metropolitan area (88%).
- An increase in the number of accessible buses (+29% since 2004/05) and stops (to 79% of stops on QBC routes).
- Improving mode split of travel to key centres by public transport, walking and cycling. The data is not robust enough to demonstrate individual examples, but for the 11 key centres combined there is an upward trend of 39.1% in 2001/2/3 to 42.4% in 2006/7/8.

5.2 Through the following actions:

- Virtually completed Quality Bus Corridor programme— investment of £88M over 172 miles of network, 18% patronage increase. Bus Punctuality has improved on all but one route, where there has not been a significant change.
- Implementation of Congestion Delivery Plans, including UTC works and highway network management.
- Improved bus passenger facilities to encourage modal shift, such as at Rochdale Interchange and Oldham West Street Bus Station.
- Replaced 20 miles of Metrolink track, improving quality of ride and reducing noise
- Continued to implement Travel Planning schemes as part of planning permissions. Major advancements in school travel plans.
- Invested LTP funds into the 3rd platform at Manchester Airport.
- Opened Park & Ride facilities, such as the 125+ spaces at Whitefield.

5.3 Issues

Bus reliability was affected by a number of roadworks in the latter part of 2007. Additionally, the traditional dip in bus performance during quarter 3 has affected the punctuality Moving Annual Average. This is largely due to road and weather conditions and increased congestion around the Christmas period. A re-based indicator will be produced based on the results obtained from the new Punctuality and Reliability Monitoring System (PRMS), which commenced in Quarter 1 of 2008/09. PRMS will enable an increased focus on congestion and will help identify where specific problems lie.

Formal liaison with Districts through GMPTe's newly-appointed Traffic Manager should help improve both the problems associated with congestion, and the service disruption caused by roadworks. Awareness of roadworks will improve the ability for operators to implement contingency plans.

5.4 The remaining priorities for the LTP2 period are:

- To use the experience of the QBC programme to improve bus routes elsewhere in the county.
- To improve the public transport product in the key corridors from Manchester to Oldham-Rochdale, Leigh-Salford, Droylsden and Chorlton.
- To support the development of Media City.
- To continue to tackle congestion on the identified key routes and the network as a whole and to better manage and operate the strategic highway network.

5.5 And to achieve these we will:

- Begin construction of Phase 3a of Metrolink expansion. We will develop the 22 km extension to Oldham and Rochdale which will replace the existing railway line which links the two towns with Manchester; the 6.4 km extension to Droylsden will serve New East Manchester, the City of Manchester Stadium, and the Velodrome; and the 2.9 km extension to Chorlton follows a section of disused railway line between Trafford Bar and St Werburgh's Road.
- Extension of Metrolink to Media City at Salford Quays.
- Provision of new trams on the network.
- Develop a network management strategy, operating protocols and implementation plan jointly with the Highways Agency to improve the management and operation of the strategic highway network as set out in the Greater Manchester Multi-Area Agreement.
- Complete the implementation of Congestion Delivery plans
- Construct the Leigh-Salford-Manchester busway.
- Introduce further bus priority measures.
- Continue smarter choices projects.
- Trial off-bus ticketing machines.
- Improve route information for freight operators.
- Work towards approval for the Transport Innovation Fund bid, and commence implementation.
- Implement further bus priority measures.
- Improve rail stations throughout Gtr Manchester, including those at Manchester Oxford Rd, Manchester Victoria and Bolton. We will also start a programme of

improving accessibility, safety and security at rail stations. 17 stations outside the Regional Centre will see these improvements by the end of the LTP2 period.

6. Safety and Security

6.1 We have achieved:

- Reductions in Killed and Seriously Injured (KSI's) on Greater Manchester roads by 23% on 1994-98 average. This is below our set target but an improvement.
- Reductions on Child KSI's by 44% over the same time period.
- Reductions in slight injuries by 37% over the same time period.
- Reduced accidents by 46% in at safety camera locations from 2003-05 to 2005-07.
- In 2006, Greater Manchester had the lowest KSI casualty rate per head of population when compared to any of the former metropolitan counties or shire counties.

6.2 Through the following actions:

- Undertaken a number of road safety campaigns, including measures to reduce the disproportionate number of accidents involving young drivers and passengers.
- Referred 100 clients per month to the Driver Improvement Course, and 3,400 per month to the speed awareness course.
- Recently established a countywide joint road safety team to take the lead on casualty reduction and to co-ordinate countywide and partnership working. A Partnership has been set up oversee this team.
- Introduced the Crime Reduction on Public Transport Initiative which has included schemes such as 'Gateway Check', where police officers boarding public transport support ticket inspections.

6.3 Issues

One of the reasons that Greater Manchester is having difficulty meeting the KSI target, is because the number of KSI casualties per head of population was already low compared with other areas of the country during the base years of 1994-98.

Particularly disappointing is the lack of reduction in fatal casualties over time. This is a national trend, but one that needs to be addressed. Analysis undertaken on the 2007 fatal accidents in Greater Manchester shows that 46% of these accidents were likely to have been caused by illegal behaviour. Of these nearly 50% were caused by young people aged between 17 and 25.

The other 54% of fatalities were caused by either poor driving skills or poor road skills (e.g. drunk pedestrians/cycling off the pavement in front of vehicles etc.) If we are to address the problem of the fatal road accidents, there is a need for both increased enforcement (aimed at both illegal behaviour and poor driving skills) and Education, Training and Publicity.

The recent increase in cycling may have led to an equivalent increase in KSI cycle casualties on A&B roads, although other evidence shows that the risk for cyclists can decrease as more people cycle.

6.4 Our remaining Priorities are:

- To address KSI casualties occurring on main roads, following success in deprived areas.
- We aim to reduce the number of fatal accidents that are caused by illegal behaviour, especially by those aged under 25.
- To continue to improve security on public transport and at interchanges.

6.5 And to achieve this we will:

- Continue our data led approach and focus on where casualty reductions will be the greatest.
- Target particular groups and areas with high accident levels.
- Increase enforcement (aimed at illegal behaviour and poor driving skills, education, training and publicity).
- Provide enhanced security at rail stations such as at Bolton.
- Roll out a project to distribute cycle locks, tag and register cycles and deliver a programme of events to raise awareness of cycle theft.

7. Accessibility Highlights

7.1 We have achieved:

- An increase in the use and provision of demand responsive transport; there were more than 270k DRT trips in 2006.
- An increase in the percentage of accessible buses rose from 64% in 2006/7 to 71% in 2007/8.
- An increase in the percentage of accessible bus stops from 53% in 2006/7 to 79% in 2007/8.
- An increase in cycling levels by 6% since 2005/06, after years of decline.

7.2 Through the following actions:

- Introduced three 'Kickstart' bus services.
- Carried out major access and upgrade improvements to Salford Central station.
- Extending the GM cycle network further and substantially completing the National Cycle Network.
- Produced a land use and public transport guidance document.
- Measures to improve cycling; 24km new cycle lanes, 230 Advanced Stop Lines, and 12 new parking facilities in town centres and at interchanges.
- Continued our award winning approach to safer schools, and encouraging modal shift to walking.
- Worked with rail operators to introduce Sunday service on some rail lines, such as the Victoria to Huddersfield service.
- Construction of pedestrian friendly schemes at Churchgate, Bolton, St Peters Sq in Stockport and Standish Town Centre.

7.3 Issues

Changes to bus services can reduce the areas served, whilst congestion on some routes can slightly reduce the accessibility to Interchanges reached within 30 minutes. The fall in accessibility, according to the appropriate LTP indicator, has been generally spread over the Greater Manchester area, and resulted in approximately 11,000 more households falling outside the threshold. The accessibility indicator is classified as amber because progress is unclear. The indicator has not been found useful in adequately reflecting accessibility to jobs and

services, because it is very sensitive to the choice of key interchanges and cannot be broken down to District level. For these reasons, it is under review, and an indicator better suited to reflect authorities progress with LAAs will be developed.

We also monitor access to interchanges and centres by jobseekers. Centres have concentrated job opportunities and good transport interchange facilities to reach other job opportunities. The indicator level has improved, primarily because of public transport service improvements, but also because the numbers of jobseekers living in inaccessible areas has fallen by more than those in accessible ones. The indicator is classified as amber because progress is unclear. The indicator has not been found useful in adequately reflecting accessibility to jobs, and cannot be broken down to District level. It is unclear how sensitive it is to certain changes, and what level of change represents a serious problem. In future, access to jobs will be reflected by a new national LAA indicator.

With regard to the mode share of journeys to secondary school, unfortunately there is a small rise in the number of secondary school children accessing by car. Changes in the indicator are small and further data next year will aid analysis of trends. It may be the case that increases in the price of school concessionary fares are having an impact whereas the full benefits of the introduction of yellow buses are yet to be achieved. Further work is underway to identify issues which are negatively impacting on this indicator.

There are three other accessibility indicators that are classed as amber. Progress on accessible rail stations has been slower than expected, though recently announced programmes should accelerate improvements. There have been problems with the existing accessible pedestrian crossing indicator. The indicator has proved very difficult to use in practice, in particular as a crossing may fail to meet the standard if auditors consider the dropped kerb to be even slightly too high. The indicator is currently under review. Finally, efforts have been made to improve the ease of use of Public Rights of Way, including signing, better access controls, and improved maintenance, though the sampling of routes required in the monitoring process can cause variations in returned values from year to year.

7.4 Our remaining Priorities are:

- Exploiting links with other partners, such as Children and Young People Services and the Primary Care Trust, through strategies such as combating childhood obesity.
- Removing the barrier of transport preventing opportunities to jobs and training
- To make the best use of door to door transport services.
- Completion of LTP2 cycle network.
- To ensure that the transport system is accessible for all.

7.5 And to achieve this we will:

- Continue our approach of travel training.
- Improve the integration of booking and scheduling systems for Demand Responsive Transport.
- Work with operators to achieve a simple fare structured multi-operator and multi-modal ticketing system.
- Update pedestrian and cycle audit procedure and the GM cycle parking standards and introduce a cycle design guide.
- Work with Network Rail and the rail operators to improve accessibility of stations.

- Complete LTP2 cycle network.
- Introduce of web-based journey planners for walking and cycling.

8. Air Quality and the Environment Highlights

8.1 We have achieved:

- Met Air Quality targets, having reduced in NOx emissions 10.7% since 2004
- Kept CO2 emissions from road transport within limits set by LTP2 target.

8.2 Through the following actions:

- Growth of the Metroshuttle free bus service which now carries over 2.28m passenger journeys per year.
- 30% more buses with particulate reduction equipment.
- Exploring links between transport and air quality through the improved EMIGMA emissions database – now one of most comprehensive in the country.
- Ensured that Metrolink is the first UK tram system to use carbon free electricity for its traction current.
- Town Centre pedestrianisation schemes.

8.3 Our remaining Priorities are:

- Accelerating uptake of low emissions technology throughout GM.
- Forming more explicit links between local air quality and work within the LTP.

8.4 And to achieve this we will:

- Continue to set an example by setting ambitious low-emission targets for Local Authority owned fleets.
- Exploit the potential to improve air quality by reducing HGV emissions.
- Develop links 'Smarter Choices'.
- Establish car clubs with low emission technology where appropriate.
- Improve air quality monitoring, especially with regard to transport interventions.

9. Maintenance

9.1 Achievements

- All authorities are on target for principal and non-principal road maintenance.
- 3 Transport Asset Management Plans (TAMPS) completed, 7 TAMPS drafted.
- All GM Authorities have been successful in increasing the use of existing resources for programmed and preventative maintenance operations.
- Most Greater Manchester authorities have completed or are nearing completion of bridge strengthening programmes to ensure 40 tonne loading capacity on the entire Primary Route Network as per EU Regulations.
- Salford, Stockport, Manchester have used Prudential Borrowing to fund 'Invest to Save' to reduce trip claims.

9.2 Issues

Nine out of ten authorities met their unclassified road maintenance milestone target. Six out of 10 authorities met their milestone target for non-principal road maintenance. Some Districts have increased spending on footway maintenance in order to make savings by reducing trip claims. This investment has improved footway condition, but this is not necessarily reflected in this indicator because investment may not have been in category 1 & 2 footways.

10. Targets

The table below shows where Greater Manchester is on track to meet LTP2 targets.

Indicator	Red-Amber-Green Assessment	Comments
Principal road maintenance	Green	All 10 districts met their targets
Non-Principal road maintenance	Green	All 10 districts met their targets
Unclassified road maintenance	Amber	9 out of 10 districts met their targets
Footway Maintenance	Amber	6 out of 10 districts met their targets
Total killed or seriously injured	Red	A reduction of 23% on 1994-98 figures, but not currently on track to meet 50% target by 2011.
Children killed or seriously injured	Green	
Slight Casualties	Green	
Bus Patronage	Green	
Metrolink Patronage	Green	
Rail Patronage	Green	PTE stretched target exceeded; consideration of more demanding target
Bus Satisfaction	Green	
% of households within 30mins by public transport to a Category A interchange by 08:45	Amber	2005 base recalculated after DfT found error in info used to calculate it. Indicators found to misrepresent some areas dependent on choice of key interchanges
% of people in receipt of jobseekers allowance within 30mins by public transport to a category A interchange	Amber	
Area wide road traffic km on local roads	Green	
Recorded cycle counts	Green	
Mode Share journeys to primary school	Green	
Mode share journeys to secondary school	Red	Changes in the indicator are small and further data next year will aid analysis. Further work is underway to identify any issues which are negatively impacting this indicator.
Bus punctuality	Amber	New methodology for 2008/9
Peak traffic flow to Regional Centre	Green	
Peak traffic flow to other key centres	Green	
Average journey time on 15 target routes	Green	
Air Quality: NOx emissions from traffic on local main roads	Green	
Climate Change: Tonnes CO2 from road traffic on local roads	Green	
Wheelchair accessible buses	Green	LTP2 target of 66% by 2008/09 exceeded. New target set.
Accessible infrastructure: raised bus stops	Green	
Accessible infrastructure: rail stations	Amber	Targets revised on basis of new work programme
Accessible infrastructure: pedestrian crossings	Amber	We have encountered problems with getting a consistent interpretation across all authorities. This indicator is under review.
Ease of use of PRow by the public	Amber	This indicator is under review
Number of trips per person where walking is the main mode	Green	
Mode share to Regional Centre	Green	
Mode share to other key centres	Green	
Vehicle trips/passenger to Manchester Airport	Green	

APPENDIX 2- GREATER MANCHESTER LOCAL TRANSPORT PLAN REPRESENTATIVES

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