

GREATER MANCHESTER COMBINED AUTHORITY

Date: 24th September 2021

Subject: Streets for All Strategy

Report of: Andy Burnham, Mayor of Greater Manchester and Portfolio Lead for Transport and Eamonn Boylan, Chief Executive Officer, GMCA & TfGM

PURPOSE OF REPORT:

This report provides an overview of the Streets for All Strategy, which forms a sub-strategy to the Greater Manchester Transport Strategy 2040.

RECOMMENDATIONS:

The GMCA is requested to:

1. Review and comment on Greater Manchester's Streets for All approach and the principles that will underpin the Streets for All Strategy, as set out in this report.
2. Approve and adopt the Streets for All Strategy.

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Equalities Implications:

The Greater Manchester Transport Strategy 2040 documents set out policies and proposals which are designed to contribute to delivering sustainable economic growth, improve quality of life and protect the environment. The original GM Transport Strategy 2040 was the subject of an Integrated Assessment which includes an Equalities Assessment. The Streets for All Strategy has also been the subject of an Equalities Impact Assessment.

BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

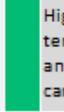
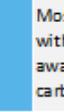
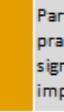
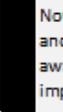
STOCKPORT
TAMESIDE

TRAFFORD
WIGAN

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	The Streets for All Strategy aims to improve streets in Greater Manchester for everyone who uses them. The Strategy document has a strong focus on improved local engagement, including the need to take into account the views of people we do not always hear from. An EQIA has been completed for the Streets for All Strategy itself, and as part of the project design process EQIAs will be undertaken for all Streets for All schemes.
Health	G	The Streets for All Strategy sets out our ambition for more travel by walking, cycling and public transport to tackle Greater Manchester's most pressing challenges, including improving public health.
Resilience and Adaptation	G	The Streets for All Strategy has a strong focus on creating safer streets, and streets that are resilient to future climate change impacts.
Housing		
Economy	G	The approach set out in the Streets for All Strategy will help to create more economically vibrant places by creating more opportunities for people to meet and spend time on streets in Greater Manchester.
Mobility and Connectivity	G	In line with Greater Manchester's Bee Network ambitions, the Streets for All Strategy aims to improve mobility and connectivity for all people, by making it easier to get around on pavements and footways and to encourage more people to cycle, with streets which are more pleasant to spend time in. The Streets for All approach also aims to ensure that buses are an attractive alternative to the car for far more people.
Carbon, Nature and Environment	G	The Streets for All Strategy focuses on improving the public transport and cycling and walking infrastructure and services needed for people to leave their cars at home, and land use changes which make it easier for people to access services from where they live.
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		The Streets for All Strategy sets out steps towards our ambition for more travel by walking, cycling and public transport which will help us to tackle our most pressing environmental challenges. As road transport generates nearly a third of all carbon emissions, we need to see significant changes in travel behaviour over the coming years. This will require a rapid transition to cleaner vehicles, a significant reduction in travel by private motor vehicles and a radical change in how people, goods and services move into and around our city-region. We also need to make sure our infrastructure will be resilient to future climate change impacts.
Further Assessment(s):		Equalities Impact Assessment and Carbon Assessment
		<div style="display: flex; justify-content: space-between;"> <div style="width: 20%; background-color: #2e8b57; color: white; padding: 5px;">Positive impacts overall, whether long or short term.</div> <div style="width: 20%; background-color: #ffc107; color: black; padding: 5px;">Mix of positive and negative impacts. Trade-offs to consider.</div> <div style="width: 20%; background-color: #dc3545; color: white; padding: 5px;">Mostly negative, with at least one positive aspect. Trade-offs to consider.</div> <div style="width: 20%; background-color: #6c757d; color: white; padding: 5px;">Negative impacts overall.</div> </div>

Climate Change Impact Assessment and Mitigation Measures –

The Greater Manchester Transport Strategy 2040 documents support Greater Manchester's ambition to be carbon neutral by 2038.

Carbon Assessment		
Overall Score 		
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New Build Commercial/Industrial	N/A	
Transport		
Active travel and public transport		The Streets for All approach, as set out in the Strategy, is focussed on improving people's experiences of walking, cycling and using public transport, and supporting more people to travel in these ways more often.
Roads, Parking and Vehicle Access		The Streets for All Strategy is a policy document that outlines the need for improvements to active travel and public transport infrastructure overall - it is not concerned with specific routes. We will maintain the most direct routes for people walking, cycling and using public transport in their neighbourhoods – other motorised vehicle journeys may be less direct. We will still allow access for residents, and for those vehicles needed for essential reasons such as disabled access and emergency services.
Access to amenities		A key area of focus, in the Streets for All Strategy, is reducing the distances people need to travel to work, healthcare, education, green spaces and leisure facilities by locating these conveniently closer to where people live or in accessible town and city centre locations. Shorter distances mean that more trips can easily be walked or cycled, and new developments can be designed to be easy and safe to access through active travel and public transport.
Vehicle procurement	N/A	
Land Use		
Land use		The Streets for All Strategy emphasises the importance of tree planting on streets, where appropriate, to make the environment more pleasant to encourage more people to walk and cycle as part of their daily routine and to spend more time outdoors. Trees also provide important wildlife habitats.
No associated carbon impacts expected.	 High standard in terms of practice and awareness on carbon.	 Mostly best practice with a good level of awareness on carbon.
	 Partially meets best practice/ awareness, significant room to improve.	 Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management:

N/A

Legal Considerations:

N/A

Financial Consequences – Revenue:

See 'Capital' below.

Financial Consequences – Capital:

Please see Our Five-Year Transport Delivery Plan (2021-26) which includes a funding summary statement.

Number of attachments to the report: 1

Comments/recommendations from Overview & Scrutiny Committee:

BACKGROUND PAPERS:

<https://tfgm.com/Strategy>

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution?		Yes
EXEMPTION FROM CALL IN		
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		No
GM Transport Committee	Overview & Scrutiny Committee	
20 th August 2021	8th July 2021	

1. Introduction

- 1.1 Updated Greater Manchester Transport Strategy 2040 documents were approved by GMCA in January 2021, including: a refreshed version of the long-term, statutory local transport plan (LTP) - the Greater Manchester Transport Strategy 2040; a final version of Our Five-Year Transport Delivery Plan (2021-2026); and ten new Local Implementation Plans (one for each Greater Manchester council).
- 1.2 To support the overarching LTP documents a suite of GM2040 sub-strategies is being developed which set out more detailed policies, principles and guidance on how GM intends to deliver the 2040 ambitions. These sub-strategies will be crucial in helping to ensure we are focusing our finite resources on “doing the right things” (to achieve our 2040 vision); “doing things right” in terms of delivering against consistently high standards to maximise the impact of our transport interventions; and to ensure we are creating a coherent transport network for GM which is aligned with the 2040 Network principles and delivers Our Bee Network ambitions. These sub-strategies are at varying stages of development.
- 1.3 The Streets for All Strategy is well-aligned with national policy documents, including ‘Gear Change: A bold vision for Cycling and Walking’ (2020) in which Government outlines its ambition to create better streets for people walking and cycling, and ‘Bus Back Better: A National Bus Strategy for England’ (2021) in which Government asks all Local Transport Authorities to ‘commit to significant improvements in traffic management, including bus priority measures and active travel measures’. In

Greater Manchester, our Local Cycling and Walking Improvement Plan (LCWIP) 'Change a Region to Change a Nation' and upcoming Bus Service Improvement Plan (BSIP) sit alongside this Streets for All Strategy by setting out the overall aspirations for the active travel and bus components of the Bee Network. The Streets for All Strategy enables us to deliver our ambitions for walking, cycling and bus in a holistic way. The approach set out in Streets for All will also support our pathway to net zero transport, which is vital to the Government's 'Decarbonising Transport' plan, alongside our local plans to reduce carbon and improve air quality.

- 1.4 Streets for All is planned to be one of the first sub-strategies to be approved and adopted by GMCA. The Streets for All Strategy is appended to this report.

2. What is 'Streets for All'?

- 2.1 Streets for All is a new approach for everything we do on streets in Greater Manchester. Streets for All supports our place-based agenda as well as achieving our ambition for more travel by walking, cycling and public transport, which will help us to tackle our most pressing economic, environmental, quality of life and innovation challenges.
- 2.2 The ambition is to design more welcoming and greener streets which enable people to incorporate more physical activity into their daily lives; which have clean air; which are safe and secure for everyone; which provide good access to public transport; and which are accessible for those with mobility impairments.
- 2.3 When published, the Streets for All Strategy will build on the policy direction set out in the Greater Manchester Transport Strategy 2040 and our Right Mix vision. It emphasises the importance of delivering active travel and public transport infrastructure and service improvements in a co-ordinated way and of supporting land use changes, which bring day to day services closer to where people live. Culture change around active and sustainable travel is also becoming more embedded across Greater Manchester, and this also forms a key part of the Streets for All Strategy.
- 2.4 Streets for All offers a long-term approach - rather than an overnight 'quick fix' - which will require changes over time to how streets are designed and managed. It will also involve changes to the role of some existing streets where, for example, place-making may be given greater emphasis than the movement of private vehicles. Political leadership will be required - alongside close dialogue with local communities – as we transition towards Streets for All across Greater Manchester, as part of our ambition for clean air and carbon neutrality, and our ongoing commitment to improving public health.
- 2.5 For us to achieve all these important ambitions, our city-region needs to be much easier to get around on foot, by cycle and using public transport, with streets which are more pleasant to spend time in. The purpose of Streets for All is to set out Greater Manchester's progressive approach to making this happen, by putting people first as we shape and manage our streets.

2.6 Whilst we do not expect our Streets for All vision to change significantly over time, we will need to evolve our approach to delivering Streets for All as we work with local communities to implement it on different streets in different parts of GM. Hence, we will review and, if appropriate, refresh the Streets for All Strategy and supporting design guidance a year after publishing, to make sure we are staying on track to achieve our goal of creating streets that are welcoming, green, and safe spaces for all people. This will allow the Streets for All approach to be tested and adapted for local conditions and allow any appropriate consultations by GM local authorities.

3. What are the 'Streets for All Essentials'?

3.1 As shown in the graphic below, Streets for All will be guided by 7 'Essentials' which are for us – GMCA, 10 Greater Manchester Local Authorities and TfGM - to deliver in partnership with residents, businesses, transport operators, the NHS, emergency services - all working together and doing our bit.



3.2 Our 7 Streets for All 'Essentials' are our priorities and our promise that support our people centred approach to streets across Greater Manchester.

4. The Streets for All Approach

4.1 The Covid-19 pandemic has brought the quality of our streets into sharp focus. People are spending more time in their local areas and high streets, and recognise the value of having safe places to walk and cycle and to spend time in. Our residential streets have started to feel more like community spaces as people have interacting more. Now, more than ever, people understand the urgent need to improve streets in their local neighbourhoods and town centres to support better health, wellbeing and economic vitality.

- 4.2 The Streets for All approach is about working at three levels (1. Spatial Planning; 2. Network Planning; and 3. Street Design & Management) to ensure that Greater Manchester’s roads can transition to Streets for All.
- 4.3 Central to the approach is reducing the distances people need to travel to reach everyday destinations such as work, healthcare, education, green spaces and leisure facilities. Shorter distances mean more trips that can easily be walked or cycled and new developments can be designed to be easy and safe to access on foot, by cycle and using public transport. The 15-minute neighbourhood concept, whereby in urban areas residents can meet most of their needs within a short walk, cycle or public transport journey, is an example of this.
- 4.4 Our streets have a variety of different functions and a key objective of ‘Streets for All’ is to ensure the right movement is happening on the right kind of street. The strategy identifies five different street “typologies”, based on their role for moving vehicles vs. place-making. Some streets are ‘Destination Places’ or ‘Active Neighbourhoods’; which should be designed for limited levels of slow-moving through traffic – we need to make sure these kinds of streets are pleasant places to live and spend time in, where it is easy to access local facilities on foot or by cycle. Our ‘High Streets’ should be well served by public transport and active travel, as well as having good provision for access and servicing.
- 4.5 As well as moving general traffic, it is also important that ‘Connector Roads’ are designed to give good priority to buses so that they offer a reliable and attractive service for bus users (and with good walking provision, so that bus passengers can access them safely on foot). Connector roads are also important for service and delivery vehicles accessing our city and town centres. Strategic Roads should be carrying larger vehicles on longer journeys to ensure that the impacts of motorised traffic on local streets are minimised.



- 4.6 A major benefit of this Streets for All approach is that it avoids pitting different transport users against one another (e.g. drivers vs. cyclists; bus users vs. pedestrians) and instead starts with a consideration of all people and places and then considers what sorts of movement need to be facilitated within a broad corridor or across a local area. It also helps us to take a more strategic and integrated view of the transport networks we are delivering (whether that is walking and cycling networks (as set out in “Change a Region to Change a Nation”); bus networks (with more detail to be provided in our forthcoming Bus Service Improvement Plan); or networks for moving freight and general traffic) and makes sure we provide the right quality and capacity of transport and infrastructure to meet that need. It also doesn’t require ring-fenced funding pots for different transport modes: for example, within a single Streets for All scheme, we can design the right facilities for public realm, walking and cycling, buses and general traffic.
- 4.7 We are delivering elements of the Streets for All approach through a number of transport projects as we believe that these will make things better for people travelling in our local neighbourhoods, towns and cities. Other key actions we will undertake to create Streets for All include:
- Developing Traffic Reduction Plans as part of refreshed Local Implementation Plans;
 - Preparing and adopting a Road Danger Reduction Plan for Greater Manchester;
 - Developing a Greater Manchester Streets for All Design Guide;
 - Progressing and delivering Streets for All redesign projects as part of our capital investment programme outlined in Our Five-Year Transport Delivery Plan (2021-26);
 - Building 500 miles of new Active Travel networks by 2024, working with local communities to make sure we are putting them in the right places; and
 - Designing our streets to support Quality Bus Transit services that make public transport a safe and attractive travel option, through bus priority, improved waiting facilities and better access to bus stops, as part of our Bus Service Improvement Plan.
- 4.8 As outlined above, we are clear about the need to review and report progress on these different elements of Streets for All, as we aim to deliver our overall transport vision for the people of Greater Manchester. We commit to keeping the Streets for All strategy and policies under regular review to ensure they meet the needs of the people of Greater Manchester.