

# A Greater Manchester Congestion Deal

Mayor Andy Burnham has listened to the views of the public and businesses and has developed this congestion deal with Greater Manchester's ten local highway authorities and TfGM to tackle congestion in Greater Manchester.

[tfgm.com/congestion](http://tfgm.com/congestion)



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GREATER  
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 Transport for  
Greater Manchester

# The deal

**A deal for transport bodies, local authorities, businesses and individuals to work together to tackle congestion across Greater Manchester.**



## 1. A smoother journey

A £400m investment to upgrade junctions, tackle bottlenecks, provide new roads and deliver new smart traffic signals at around 90 junctions to help the flow of people and goods. A dedicated corridor management team focused on tackling congestion on the busiest routes; through managing road works, optimising traffic signals and targeting the enforcement of parking restrictions to keep the way clear for you. Exploration of the viability of a pilot scheme to introduce lanes that give priority to vehicles with multiple occupants. Smart motorways to keep people moving through and around the city region.

## 2. More reliable journeys

An expanded transport control centre operating 24/7 for an effective and coordinated response to incidents around the clock. Tighter control of roadworks with financial penalties to reduce the time they take and the disruption they cause to your journey. Travel information in advance and in real-time so you can plan ahead and respond to unexpected delays.

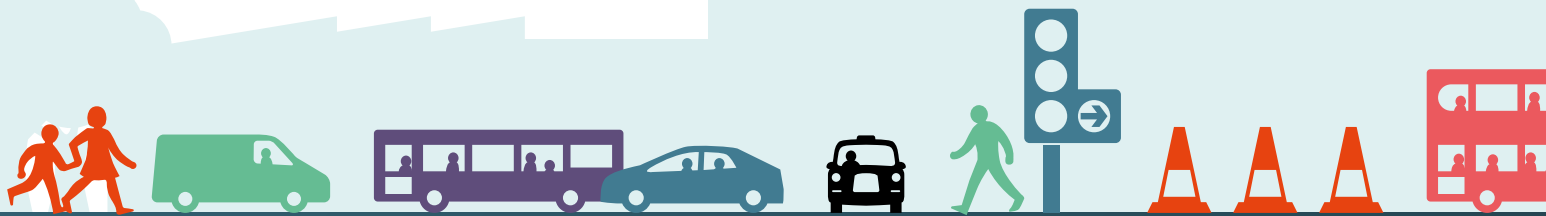
## 3. Safer travel for all

Safer street and junction designs that reduce the risk of incidents and collisions and give more people the confidence to cycle or walk. Training to reinforce responsible behaviour to keep all road users safe. Clamping down on behaviour that causes congestion like blocking junctions or irresponsible parking so the many are not disrupted by the few. Tackling anti-social behaviour and crime on public transport so that people feel safe to use it.

## 4. A healthier you

A £160m Mayor's Challenge Fund to invest in new cycle lanes and pedestrian friendly measures to give you more opportunity to cycle and walk, in line with a new 'Streets for All' approach to design streets for all road users. Campaigns and initiatives to encourage more cycling and walking to reduce the use of the car for short trips and promote healthy lifestyles. Working with schools to encourage cycling or walking for the school run. Schemes to tackle congestion at air pollution hotspots to improve local air quality and reduce the impact on your health.

We will...	We ask you to...
Improve public transport by buying more trams and increasing capacity on trains.	Use public transport where possible to reduce the number of people driving.
Support more cycling and walking by building new cycle lanes and pedestrian friendly measures.	Cycle or walk more to reduce the number of people using a car for shorter trips.
Improve the flow of people and goods by tackling bottlenecks and installing more smart traffic signals.	Consider car sharing with friends and colleagues.
Reduce the impact of road works through better control, coordination and information.	Plan your journey with our real-time travel information and only travel during peak if necessary.
Incentivise businesses and other employers to support more flexible start times.	Ask your employer to offer flexible start and finish times.



## 5. A genuine alternative to the car

£83m for up to 27 new trams with convenient tap-on/tap off contactless payment; 40,000 more seats on commuter trains; investment in stations and interchanges for more comfortable connections; and measures to support reliable bus journeys to make public transport a more attractive and realistic alternative to driving.

## 6. Organisations taking the lead

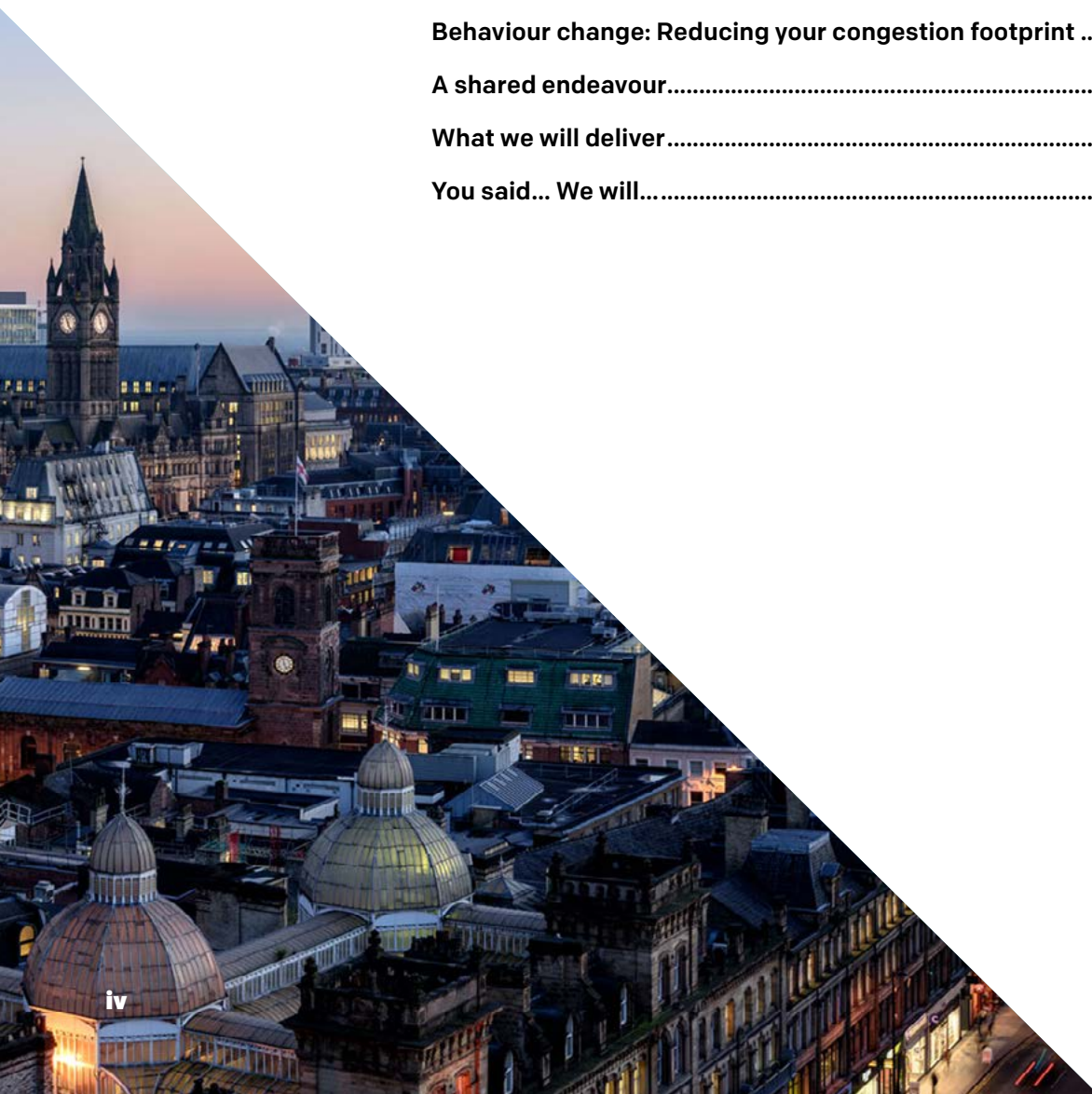
Support from employers for flexible or remote working so that people can avoid travelling during the busiest times of day or work from home. Incentives for employers to offer staff to encourage travel by public transport, including exploring cheaper Metrolink travel before the traditional morning peak. Organisations ordering goods and services differently so fewer trips are made at the busiest times.

## 7. Planning for the future

Spatial planning so that new development is located where it can be accessed by walking, cycling or by public transport. Guidance for developers on how they can create attractive and sustainable places to live and work. Engaging with new communities or workplaces to encourage and incentivise sustainable travel. Innovative projects to explore how we can benefit from new and emerging technologies. A Highways Academy to build the skills we need for the future.

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# Foreword

**Andy Burnham Mayor of Greater Manchester**

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**Everyone has a role to play in tackling congestion. I have challenged public bodies and operators to do more and to do it better, to give people real choice about how and when they travel. In return, we all need to consider what small changes we can make to our travel and transport behaviours to reduce our congestion footprint.**

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Last year I started a congestion conversation because I wanted to hear how congestion affects you and what you think the priorities for tackling it should be. Over 7,000 people responded to the survey and those responses have informed this deal.

But that was not the end of the conversation. Every day my twitter feed and inbox are filled with detailed accounts of the difficulties people experience commuting to work, taking the kids to school or getting to appointments on time because of congestion.

You have made it clear that congestion has a significant impact on your time; your access to employment, education and opportunities; as well as your health and wellbeing.

To date, no successful city in the world has managed to eliminate congestion. And I can't promise to eliminate it in Greater Manchester. But some places do manage congestion better than us, and we need to learn from those places.

We need to be better at adopting innovative ideas, and making use of new technology. Crucially, we need to do more to get people out of their cars and encourage them to cycle, walk or use public transport.

There is no one single solution, but there are simple things we can be doing better.

I asked Transport for Greater Manchester (TfGM) to develop this congestion deal with the ten Greater Manchester local authorities and a reference group of transport experts. They were asked to assess new ideas and identify existing schemes that could be expanded or brought forward for implementation in the next three years, with early measures happening in the first 12 months.

It is focused on people rather than vehicles. While there are measures to improve the way the road network is managed and to provide better use of road space, many of the interventions proposed are not traditionally transport solutions. For example, working with businesses and other employers to enable more flexible working so that fewer people have to travel at peak times.

Many of these ideas have come directly from the people of Greater Manchester. And if it is to be a success, we need everyone to do their bit - from businesses to bus operators, from councils to commuters.

If we do what Greater Manchester does best, and we work together, then I know we can make Greater Manchester an even better place to live and work.

A handwritten signature of Andy Burnham in black ink. The signature is stylized, with 'Andy' and 'Burnham' written in a cursive script.



# People and places

Greater Manchester is growing. In the last decade alone the population has increased by more than 200,000 to almost 2.8 million people, with a 6.8% increase in our economy. We have one of the largest student populations in Europe (100,000), and 1.38 million international visitors are now attracted each year by the rich culture, sport and history that we have in abundance.

We are set to grow further still, in a strong position at the heart of the North; 10 local authorities working together, greater than the sum of their parts leading the way once more in innovation and industry, and key sectors such as business, finance and professional services; advanced manufacturing; health innovation; and digital.

Further growth will increase demand for transport and infrastructure. It is anticipated that we will need 227,500 new homes, with up to 200,000 new jobs created across Greater Manchester by 2035. This could mean an additional 600,000 trips on our transport network every day, so if our success is to continue we need a world class transport system that supports sustainable economic growth and provides access to opportunity for all.

Congestion is often a by-product of a successful and thriving place with more traffic competing for space on the busiest routes causing delays to people's journeys. No successful city in the world has managed to 'solve' congestion, but if it is not managed effectively then it can affect economic growth and deter investment.

Congestion can limit the time we have to do other activities; and it can put people off travelling. But most people accept that some congestion is inevitable in busy and growing towns and cities and plan for the extra time it might take during rush hour when lots of people are travelling at the same time. However, it is the occasions when congestion is less predictable or more extreme, often as a result of serious incidents, breakdowns, road works, major events or bad weather that can cause real frustration and inconvenience to people.

Congestion exacerbates noise and air pollution. For example, road transport accounts for 65% of nitrogen dioxide emissions, which have been linked to cancer, asthma, heart disease and dementia and so tackling poor air quality is a key priority in Greater Manchester. This deal will play its part.

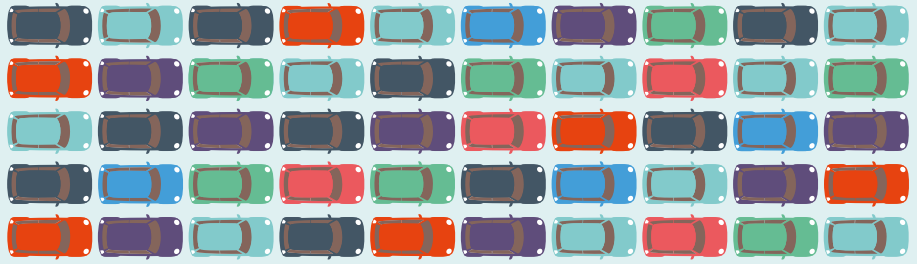
This deal sets out actions Greater Manchester can take now and over the next few years to tackle congestion. It is important that these near term actions are set in the context of a broader policy agenda and the long term GM2040 Transport Strategy which set out our ambitions for the future of our transport network.

There is no single solution to congestion, but by considering how and why people travel, **focusing on people and places** rather than just vehicles and roads we can all work together to address congestion and help continue to make Greater Manchester one of the best places in the world to grow up, get on and grow old.

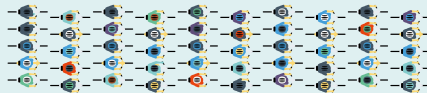
## Road space comparison

The road space used by 50 cars compared to the same number of travellers cycling, using the bus or walking:

50 people  
in 50 cars



50 people  
on 50 bicycles



50 people on one  
single-decker bus



50 people  
walking



**75%**

of car and van  
journeys in the  
morning peak  
are carrying  
only one person



10%↓



During the school  
holidays morning  
peak traffic drops by  
around 10%, but this  
can halve journey times  
on some routes

**65%**



Traffic is responsible  
for 65% of dangerous  
emissions linked to the  
early death of 1000s  
in Greater Manchester

Almost **1/3**

of all journeys  
less than 1km  
are made by car

**1/3**

of significant  
delays in the  
evening peak  
are due to  
roadworks

**£1.3bn**

—the cost of  
traffic congestion  
to GM businesses  
every year



# What you told us about congestion

**We received over 7,000 responses to the congestion conversation survey last autumn. These responses have helped us develop measures that respond to people's concerns and their experiences of congestion.**

## Impacts of congestion

You highlighted the personal impacts of congestion. These are important and often less visible than the economic and environmental impacts. A reliable journey is really important for quality of life. Whether to get to work or appointments, see friends, deliver goods, go shopping or see the sights. Responses to the congestion conversation identify the negative impacts on the wellbeing of those travelling in Greater Manchester. This includes stress and anxiety as people struggle to get where they are going.

You told us congestion has made you **late for work, limits the amount of travel you wish to do** and results in **less personal time for family, relationships, and leisure**.

Congestion also impacts on the towns, cities and communities where we live and work. As part of the conversation you identified the impacts of congestion on Greater Manchester. You were particularly concerned about the impacts on **air quality, business operations** and the **attractiveness of the area**.

The stress and impact of traffic congestion on my well-being is **very high**. I am **always shattered and rushing** every single day. It is truly awful.

Car driver, five times a week, female 40–49

"Different companies **digging up** same stretch of road **at different times**."

Car driver 5 or more times a week, female, 30–39

It's detrimental for the **environment** and to **people's health**. It **puts people off walking** because of what they may be breathing in.

Metrolink user, five or more times a week, male 16–19

"Poor alternatives to personal driving and **limited choice forces people** into their cars. Very short journeys **exacerbate the issue**."

Car driver/pedestrian 5 or more days a week, male, 40–49



"If the public transport options were **reliable, cost effective, comfortable, clean** and appealing then they **would be used more.**"

Car user, 3-4 times a week, Female 20-29

### Reported causes of congestion

From the feedback we received there were five clear and consistent issues which people identified as causes of congestion:

1. **Too many people** travelling at the same time;
2. Too many **short journeys by car**;
3. **Roadworks** causing delay;
4. Poorly timed **traffic signals; and**
5. **No alternative** to driving.

"People arriving/leaving at the **same time** makes a huge difference. **Remote working** initiatives should be pushed."

Car driver, five times a week, male 20-29

"There needs to be more **segregated cycle lanes** to encourage people to get out on their **bikes**"

Car driver, 5 or more times a week, male, 30-39

### Priorities for tackling congestion

Finally, you gave us your views on what measures might best address congestion. **Traffic signal** improvements to keep traffic flowing, better management of **road works** to limit disruption, more **flexible working and opening times** so that people avoid travelling during rush hour, and **better, more affordable public transport** to provide a genuine alternative to the car.

In your responses many people highlighted that no single solution would fix the problem. Your responses suggested that different solutions will work better in different situations. You suggested that solutions need to be developed to fit local circumstances and should be delivered in a coordinated way.

### Congestion hotspots

Several routes and junctions were identified by you as requiring particular focus. Most frequently mentioned were the East Lancashire Road, Chapel Street, Regent Road, Bury New Road, Trafford Road, the A6 Stockport Road, A56 Chester Road, A57 Hyde Road, A34 Kingsway and the Mancunian Way. There are schemes already planned and funded for some of these routes, including improvements to the junction of Regent Road with Water Street and Oldfield Road; a scheme to improve traffic flow on the A5063 Trafford Road; and upgrades to the junction of the Mancunian Way with Princess Road.

The full report from the consultation can be found here: [tfgm.com/congestion](https://tfgm.com/congestion)

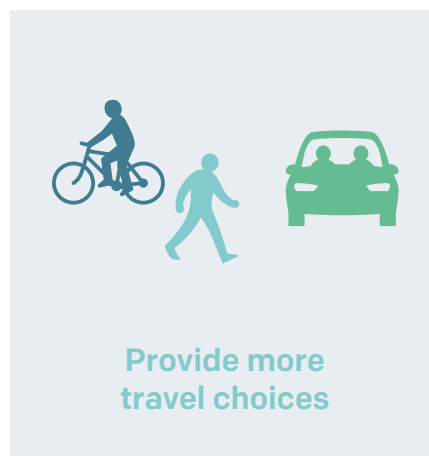
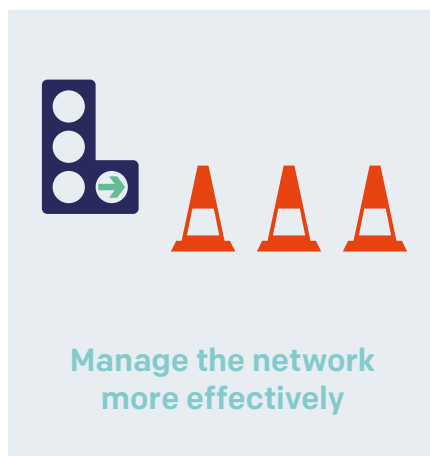
# How we will tackle congestion

Tackling congestion is not about simply keeping traffic moving on our roads. It is about identifying transport improvements that create the types of places we want to live, work and play in. This deal will give us momentum to tackle issues that are important to us all, such as improving the air that we breathe, improving road safety, and making it easier for people to get to jobs and other opportunities.

So this deal is part of an integrated approach which will support the long-term Greater Manchester 2040 Transport Strategy; and complement and support our Clean Air plan and the aspirations for more cycling and walking set out in the 'Made to Move' report.

Based on the evidence and what you told us about congestion, we have identified three main themes along which to focus our efforts as follows:

- **Improve the management of the transport network** by better integration across different types of transport; through greater coordination of road works and traffic signals; and by responding quickly to unexpected incidents.
- **Give people more choice about how and when they travel** by making it easier to cycle, walk or use public transport; through better provision of information; and by working with employers to encourage more flexible working.
- **Increase the capacity of our transport network where appropriate** to support the reliable and effective movement of people and goods through investment in public transport; tackling bottlenecks on our roads; and through a better use of the existing road space.



# What we are already doing

Greater Manchester has seen significant transport investment in the last decade and we are currently in the midst of delivering a £3bn transport investment programme. The recent changes to the city region, in terms of jobs, economic growth and a dramatic increase in vibrancy, are due, at least in part, to improvements in transport infrastructure and a policy to support more sustainable transport.

For example, trips into Manchester city centre have increased by around 15% since 2006, but the way people travel has changed significantly. A greater proportion of trips are being made by rail, by Metrolink, on foot and by bike. Without this change it is estimated there would be 12,500 (33%) more cars entering the city centre each morning.

Recent investment has seen the **Metrolink** network triple in size to become the UK's largest light rail network. New lines and more trams now carry over 40 million passengers each year to new destinations including Ashton-under-Lyne, East Didsbury, MediaCityUK, Oldham, Rochdale and Manchester Airport.

Manchester Victoria station has been refurbished and the £85 million Ordsall Chord now connects Victoria with Manchester Piccadilly for the first time. **Rail** lines have also been electrified, including the line between Liverpool and Manchester, allowing for faster, more frequent services.

**Roads and junctions** have been improved with smart traffic signals installed at key locations to allow the flow of traffic to be altered in response to changes in volume. 60km of largely segregated **cycle routes** have also been built along several key corridors, most notably along Oxford Road in Manchester which has seen cycling double along the route to one million cycle journeys per year since it opened.

The **bus network** continues to play a central role in the transport network. Despite a decline in bus passenger numbers, nearly 75% of all public transport trips in Greater Manchester are made by bus. The £122m bus priority package has delivered a range of measures to make bus travel a more reliable and attractive option and address the decline in passenger numbers. The package included the Leigh guided busway, new bus lanes and traffic signals which can give buses priority. Looking to the future the long term **Greater Manchester 2040 Transport Strategy** sets out ambitions to reform local bus services and transform people's experience of travelling.

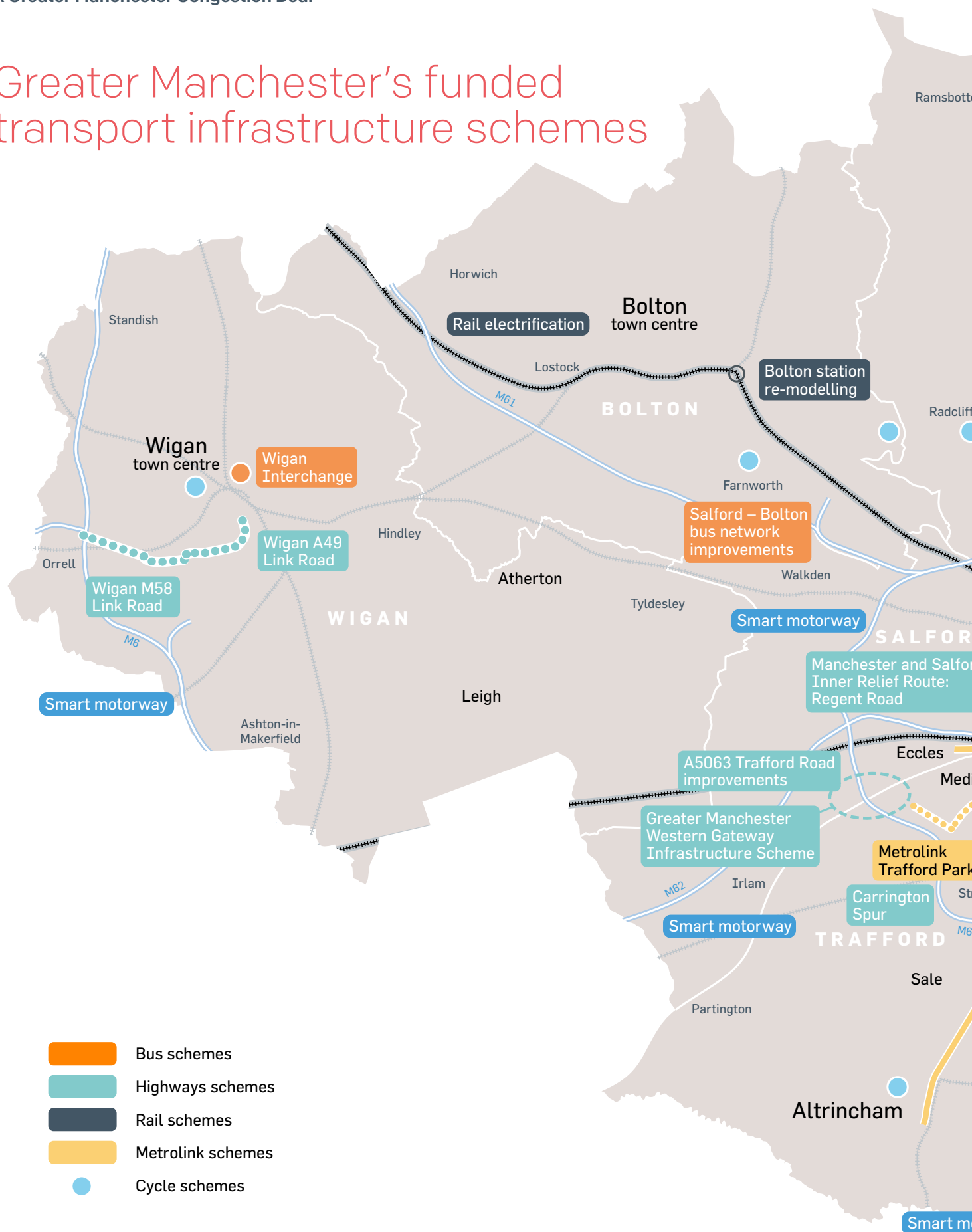
New modern **transport interchanges** have been built in towns including Altrincham, Bolton and Wythenshawe to make it easier for people to connect from one type of transport to another. 19 new park and ride facilities have been created providing almost 3,000 additional parking spaces.

We have also engaged with over 600 businesses; with apprentices and jobseekers; and with schools and communities to **promote and encourage sustainable travel**, particularly more cycling and walking and we aim to increase this significantly.

Further investment has been secured and the map overleaf shows some of the infrastructure schemes that are planned or underway to tackle congestion and improve the transport network. Some of these measures will cause delay in the short-term while work is under way and it is always a challenge for planning and highway authorities to get the balance right for commuters.

But there is more to do, and we will only tackle congestion if transport bodies, local authorities, businesses and residents all work together. This deal identifies additional measures we can all take now to improve our journeys.

# Greater Manchester's funded transport infrastructure schemes



## A Greater Manchester Congestion Deal



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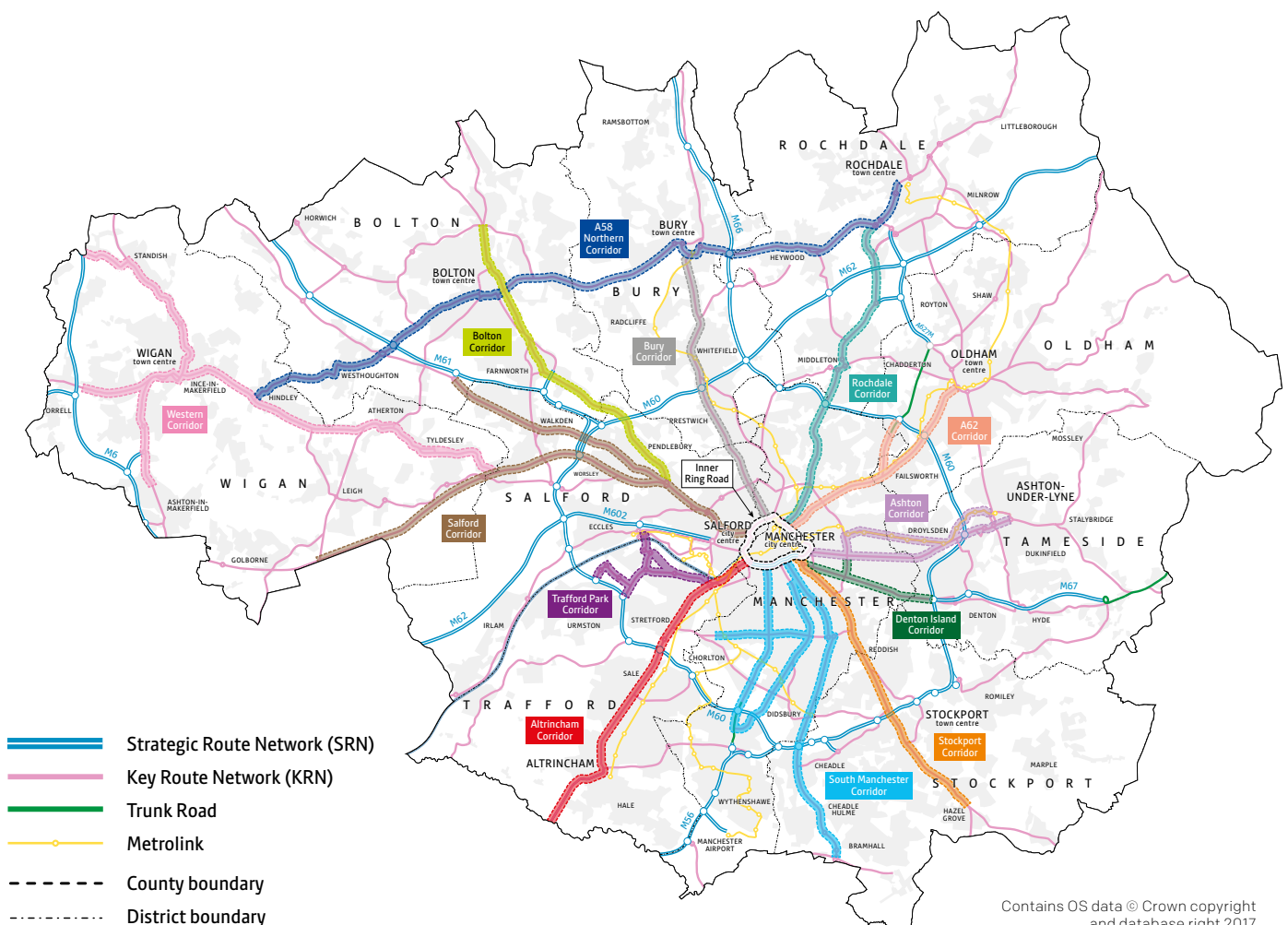
# Focusing on our congested corridors

We will aim to tackle congestion across the whole of Greater Manchester, however we have identified 14 of the busiest routes for special focus, represented in the map below. We have chosen these routes using travel pattern data and taking into account where equipment is already installed to monitor and identify the cause of delays.

A dedicated team of corridor managers will be appointed to carry out this monitoring and identify where improvements can be made. They will then

work with local authorities and other stakeholders to develop and implement packages of measures to keep these important routes moving.

A number of these routes were also identified as congestion hotspots by people who responded to the congestion conversation survey, most notably the A580 East Lancashire Road (**Salford Corridor**), the A6 (**Stockport Corridor**), Bury New Road, (**Bury Corridor**), Princess Parkway and Kingsway A34 (**South Manchester Corridor**) and the A62 (**A62 Corridor**).





# Behaviour change: Reducing your congestion footprint

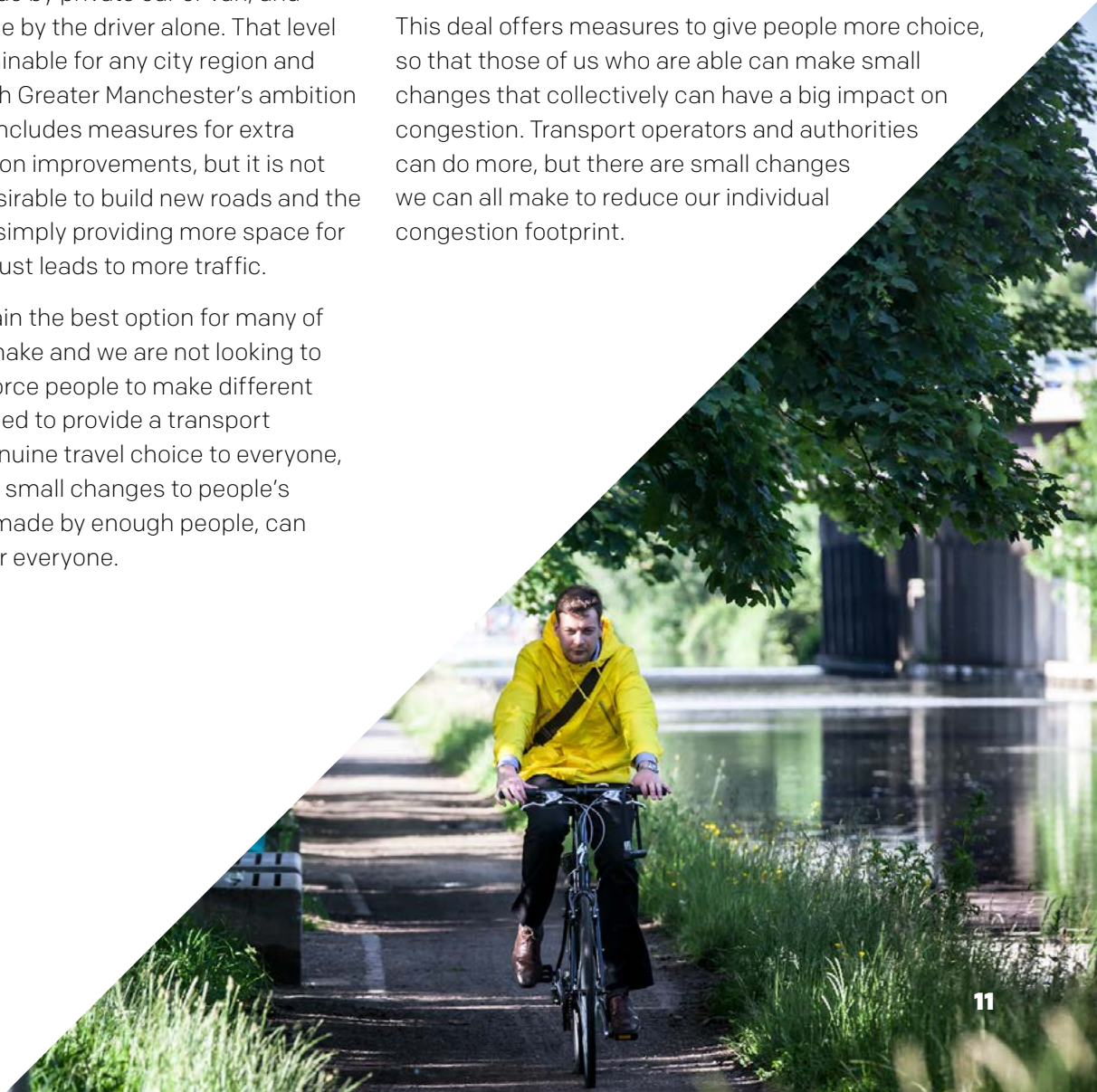
Transport bodies have a vital role in tackling congestion, but congestion cannot be solved by a single organisation or community. Each and every one of us has a responsibility to consider the impact of our everyday travel choices – both how and when we choose to travel.

57% of journeys in Greater Manchester during the morning peak are made by private car or van, and 75% of those are made by the driver alone. That level of car use is not sustainable for any city region and especially not one with Greater Manchester's ambition for growth. This deal includes measures for extra road space and junction improvements, but it is not always possible or desirable to build new roads and the evidence shows that simply providing more space for motor vehicles often just leads to more traffic.

Cars are likely to remain the best option for many of the journeys people make and we are not looking to punish drivers, or to force people to make different choices. But we do need to provide a transport system that offers genuine travel choice to everyone, recognising that even small changes to people's everyday journeys, if made by enough people, can have huge benefits for everyone.

During the school holidays the road network is less congested and it can feel like everyone is on holiday apart from you. The reality is that traffic during the morning peak actually only decreases by around 8-10%, but this small change can cut journey times in half on some routes. All it takes is for traffic to reduce by a small amount and the flow of traffic improves significantly.

This deal offers measures to give people more choice, so that those of us who are able can make small changes that collectively can have a big impact on congestion. Transport operators and authorities can do more, but there are small changes we can all make to reduce our individual congestion footprint.



# 1. Smoother journeys

## **What does this mean for everyone?**

We want you to experience a smoother journey, with less stop-start driving. This means keeping you moving at the busiest times of the day with smarter traffic signals, junction and pinch point improvements so you spend less time sitting in queues of traffic.

## You told us: The loss of personal time is one of the biggest impacts of congestion.

"I spend two hours a day commuting. Two hours I could be with family and friends, at the gym etc."

### What will we do?

Deliver a **£400m programme** of schemes to **upgrade junctions** and provide new roads and **address key bottlenecks** (See map on pages 8–9). As part of this we will invest in new **smart traffic signals at around 90 junctions**, to improve the movement of people on congested corridors. At present about 60% of junctions have "smart" traffic lights which adjust the amount of green time depending upon the number of vehicles approaching the junction. They can improve how many people can move through a junction by up to 15%.

We will introduce a dedicated **Corridor Management Team** to focus on the most congested routes. They will identify the causes of delay along those routes and develop tailored packages of small measures to improve the flow of people and goods. A range of measures will be considered including targeted control of roadworks, investment in traffic signal technology, clamping down on illegal parking and junction blocking, or changes to the road layout. The team will work closely with local authorities, the Police and transport bodies to help coordinate efforts. The team will also work with key employers, services and attractions along those corridors to help them reduce their impact on congestion.

We will **review the viability of introducing a High Occupancy Vehicle (HOV) Lane pilot** on one of our busiest corridors. There are limited examples of this approach nationally and therefore this must be carefully considered to ensure that a genuine and affordable option to support more car sharing can be delivered; and without detriment to bus frequencies or journey times for public transport users, or adverse effect on the safety of cyclists and other road users along these routes.

Highways England has invested heavily in the Greater Manchester City Region with the new A556 link road on our border with Cheshire now open plus over £200m on Smart motorway improvements. The **Smart motorway programme** on the M6, M56, M60 and M62 will introduce variable speed limits to keep traffic flowing. It will also allow for sections of the hard shoulder on some of these routes to be used as an extra lane, either all of the time or limited to busy periods. The road works to make these changes will cause disruption in the short term but they will deliver long term benefits.

### How will we know we have made a difference?

- Fewer delays at the poorest performing traffic signal junctions.
- Fewer delays on the busiest corridors.
- Fewer delays on the motorway network.



**Reducing "stop start" driving will also help to reduce emissions and improve air quality.**



## 2. More reliable journeys

### **What does this mean for everyone?**

When something goes wrong with your journey or it takes longer than normal it can create stress and anxiety. Not knowing why your journey is delayed is frustrating and you can only plan to avoid disruption if you know about it in the first place. This deal is focused on measures that will help to make travel more reliable and help you plan for unexpected changes to your journey.

## You told us: Reducing feelings of stress associated to congestion is as important as the time lost.

"Simple journeys are unreliable and take a frustratingly long time. It's really difficult to plan and deal with it."

### What will we do?

Expand our existing **Transport Control Centre** to run **24/7** bringing together multiple transport agencies for a coordinated approach. This will allow a more effective response to incidents around the clock across the whole transport network. We will make effective use of a wide range of communication tools, including social media to update people travelling on the network.

**Tighter control of roadworks** to reduce the impact on your journey. We will do this through targeted enforcement of road work permit conditions so that roadworks are coordinated, well planned and finish on time. We can build on this further by requesting powers from Government to explore a **Lane Rental scheme**. A recent lane rental pilot in London has seen utility companies work together more than 600 times since the scheme began in 2015, up from just 100 beforehand. Lane rental involves charging organisations for the time their road works occupy the highway, focusing on the busiest streets at the busiest times. It provides a financial incentive to reduce the time roadworks take, and for more work to be done at quieter times.

Work with people and employers along the most congested corridors and within affected communities to give **better information on disruption** to the network and how they can re-time, re-mode or re-route their journey to avoid congestion.

We will also coordinate our efforts more effectively to **manage planned events** which create significant additional traffic. This includes encouraging more people to travel to events using public transport, or by cycling and walking, and informing other road users ahead of the event so that where possible they can avoid the area.

### How will we know we have made a difference?

- Journey time reliability is improved on specific corridors.
- The percentage of roadworks that finish on time is increased.
- Reduced impact of major disruptive incidents and planned events.



**A better operating network will reduce emissions and improve air quality.**

### 3.

## Safer travel for all

#### **What does this mean for everyone?**

The majority of road users follow the rules of the road. The minority who drive selfishly and put others at risk will be dealt with more effectively. We want safer roads and all road users to respect each other. Better behaviour by road users means less disruption caused by collisions and blocked junctions, and more people walking and cycling. Reducing crime and anti-social behaviour on public transport will encourage more people to use it.



## You told us: Poor driver behaviour is making congestion worse and putting people off from cycling and walking.

"...as a 20+ year cycle commuter I am driving far more often for work now as the roads are becoming attitudinally toxic... The verbal and physical abuse..."

### What will we do?

Safer more responsible behaviour by all road users can reduce incidents and collisions and the unexpected delays these cause. GM Police recorded just over 30,000 road traffic collisions (RTCs) in 2017. It is difficult to measure the impact of RTCs on congestion as they vary in severity and occur on different types of road at different times of the day. It is clear, however, that a significant number of collisions do make congestion worse. This not only leads to personal inconvenience but can also result in late deliveries, missed connections and increased stress.

We will continue to deliver training courses for all road users. **Cycle training** so that people can feel confident to cycle on the road, and campaigns to highlight the dangers of driving too close to cyclists and other vulnerable road users. We will also deliver the **National Driver Offender Retraining Scheme**, including speed awareness courses to reduce dangerous driving.

Trucks and vans are more likely to be involved in fatal or serious injury incidents with pedestrians and cyclists than other vehicles. To reduce work related road risk we will **work with the freight and logistics industry** to improve vehicle safety standards and driver awareness of the danger they can pose to vulnerable road users.

Alongside improved training we will work to secure the powers from Government for Local Highway Authorities to **enforce moving traffic offences** which

contribute to congestion, such as blocking yellow box junctions. This will also help free up Police time to concentrate on other priorities.

We will develop and implement a **Streets for All** approach, a new way of thinking about the role of streets in creating sustainable, healthy and resilient places. It begins with a focus on the needs of people and places, rather than considering the movement of vehicles alone, in how we plan, manage and maintain our streets. By considering the needs of all users we will improve safety, particularly for vulnerable road users, to help reduce the number of people killed or seriously injured on our roads and give more people the confidence to cycle or walk.

The GM TravelSafe Partnership (TSP) exists to keep the public safe on transport across Greater Manchester. The scheme is led by TfGM and GM Police with support from contributing operators KeolisAmey Metrolink, Stagecoach and First Manchester. **10 additional TravelSafe Police and Community Support Officers (PCSOs)** will be introduced, bringing the total number to 50, to help **tackle crime, anti-social behaviour and fare evasion** across the transport network.

### How will we know we have made a difference?

- Fewer people killed or seriously Injured (KSI) on the road network year on year.
- People tell us they feel safer on public transport and when cycling or walking.



**Safer travel will support improving air quality by encouraging more people to travel on foot and by bicycle.**

## 4. A healthier you

### **What does this mean for everyone?**

We need everyone to think about what they can do to help tackle congestion. Choosing to travel on foot or by bicycle can help build exercise into your daily routine to become fitter and healthier. The more people who do this, the better it is for everyone. With fewer cars on the road there will be cleaner air and a better journey for all transport users.

## You told us: Poor air quality is a big problem; and may stop people from taking up cycling and walking.

"Safe, well maintained direct cycle and walking routes need to be a key structural pillar of any plans aimed at congestion and air quality."

### What will we do?

Develop and deliver schemes to **tackle air pollution hotspots** by better managing our most congested road corridors, improving road safety, supporting walking and cycling, with a more pleasant streetscape and accessible public transport. This will be supported by targeted **campaigns and engagement to encourage more people to use public transport, to cycle, or to walk**, particularly for shorter trips.

We will also submit a proposal to government to explore **restricting the most polluting commercial vehicles, such as HGVs, from our most congested and polluted areas**, through new Clean Air Zones.

Cycling or walking to work can reduce the risk of cardiovascular disease by up to 46%. So, to promote healthy lifestyles we will complete the delivery of the **£42m Cycling City Ambition Grant (CCAG) programme** across Greater Manchester to provide **new and improved cycling infrastructure**.

We will build on the CCAG programme with **£160m** from the **Transforming Cities Fund** allocated to a Mayor's Challenge Fund to take forward the recommendations of the Cycling and Walking Commissioner's Made to Move report to increase levels of cycling and walking. We will deliver this in line with a new **'Streets for All'** approach and delivery programme to design streets to address a range of priority issues, such as: tackling congestion and air

pollution, revitalising and regenerating local town centres, improving local bus services and enabling housing growth.

Schools have an important role to work with us and support parents to reduce the impact of the school run on congestion. We will work with schools to encourage more **walking buses, safer routes to schools and cycle training** to make cycling and walking the first choice for the school run, especially for short trips.

### How will we know we have made a difference?

- More people use public transport.
- More people choose to cycle or walk.
- Dangerous emissions from transport (Nitrogen Oxides) are reduced at air pollution hotspots.



**People changing from driving to cycling or walking will directly improve air quality.**

## 5. A genuine alternative to the car

### **What does this mean for everyone?**

Significant improvements have been made to public transport, as part of the current investment programme, but there is more that needs to be done. This deal is part of our approach to transform public transport so that more people want to, and are able to use services they can rely on to make their everyday journeys. You will experience a more comfortable journey and find public transport easier to use.



## You told us: Too often the alternatives to driving are not realistic or attractive.

"Way too many people using their cars unnecessarily but to be honest, until the public transport gets better in Manchester, I don't blame them."

### What will we do?

The Bus Services Act 2017 provided the Mayor with new powers to reform bus services in Greater Manchester. These new powers have the potential to bring significant benefits for residents and passengers, allowing for greater local control over routes, frequencies, timetables, fares and quality standards for all buses across the Greater Manchester network.

Major change will take time, but there are steps we can take now to make bus travel a more attractive and realistic option for people. The Vantage bus service between Leigh, Salford and Manchester is a great example of how frequent, reliable, high quality services - supported by bus lanes and segregated bus priority measures - can encourage drivers to leave their car at home. In a 2016 survey, 20% of Vantage service passengers said they had stopped using their car for the same journey. We will continue to **identify locations where bus priority can be improved** and work with operators to drive up standards and increase capacity.

We have already delivered the expansion of our Metrolink network and replaced all of our old trams with new, more reliable and lower maintenance vehicles. We will deliver the **Trafford Park line** and invest **£83m in up to 27 more trams** to increase capacity at peak times by over a quarter across the network. We will also introduce the first phase of **'tap on/tap off' contactless payment on Metrolink**. This will make it quicker and easier to get your tickets and is

part of our overall plan to simplify how you pay for your travel.

We expect an **additional 40,000 seats on rail services** to be available every day, across the north by December 2019 across the Northern and Transpennine Express routes, as the outdated and cramped pacer units are finally phased out. We will work with train operating companies to ensure these improvements are delivered.

Building on the recently completed programme of interchange improvements at Bolton, Altrincham and Wythenshawe we will build **new transport interchanges, in Ashton-under-Lyne, Stockport and Wigan town centres**.

We will support all these measures with public campaigns and engagement to let people know the options available, and work with businesses, schools and communities to encourage more sustainable travel.

### How will we know we have made a difference?

- More people use public transport.
- People tell us they are happier with public transport provision.
- People tell us they know more about the options that are available and that they are more likely to use them.
- More opportunities for people to reduce their journey times.



**People choosing public transport rather than driving will reduce the number of cars on the road and improve air quality.**

## 6. Organisations taking a lead

### **What does this mean for everyone?**

The success of our businesses is vital to Greater Manchester with around 110,000 businesses employing 1.27 million people. We need business leaders and other employers to take a stand by supporting employees and thinking how their actions can contribute. Goods and service providers are the lifeblood of our towns and cities and they need to contribute too.



## Between 1993 and 2015 traffic in Greater Manchester increased by around 19%. Light Goods Vehicles (LGV) using GM roads increased by around 62% in the same period.

### What will we do?

We will work with businesses, the education sector and public bodies to **increase flexible working** and **vary opening hours** to reduce the number of people travelling at the same time, including through the development of a GM Good Employer Charter.

In return, we will build on the existing **corporate discount on Metrolink annual season tickets** that offers incentives for commuters to travel by public transport. We will look at ways to offer better value Metrolink tickets to employers willing to switch to flexible working, and work with employers to simplify and promote the use of free and low interest **season ticket loans** that can be offered to staff. We will also endeavour to deliver **extra value Metrolink tickets at quieter times** of the day such as before the morning rush hour to encourage more commuters to travel at these times.

We will work with major employers across Greater Manchester to raise awareness of the options available and to encourage commuters to travel by public transport, to cycle or to walk. For commuters who choose to travel by car, we will look to expand the car sharing clubs currently operating in Manchester, Salford and Stockport, to develop a **large-scale commercial car club** solution that promotes car-sharing more widely supported by an effective Electric Vehicle charging network.

Greater Manchester is set to benefit from Openreach's Fibre First Programme which will increase the number of businesses and homes that have access to ultrafast fibre broadband. We will work with the communications sector to **increase coverage**

**of ultrafast broadband** so that people can work anywhere.

We will work with businesses, and delivery companies to **reduce the number of deliveries at the most congested times of day** to and from shops, businesses and public bodies. This will need changes to the way businesses plan and we will work with the Greater Manchester Local Enterprise Partnership and Chambers of Commerce to help us explain how these actions can help reduce congestion.

We will **work with businesses and public bodies to encourage alternative behaviours**. For example, more businesses adopting procurement rules which give preference to suppliers with sustainable and environmentally friendly practices. We will also encourage greater consolidation of deliveries by rearranging and combining shipments to reduce the number of deliveries being made, especially during peak hours.

### How will we know we have made a difference?

- More options for people to reduce their journey times.
- More people travelling outside of the morning and evening peak
- Wider coverage of ultrafast broadband.
- More car sharing and a smaller proportion of car trips that are made solo at peak times.
- More businesses and organisations signed up to the TfGM Business Travel Network to promote sustainable travel.



**Businesses can help to improve air quality by helping to reduce pressure on the roads at peak times.**

## 7. Planning for the future

### **What does this mean for everyone?**

Growth that is inclusive and sustainable is vital for creating opportunities for all. As we plan for growth we know that more people and businesses means more travel. We need to work with developers, construction companies and service providers so that as we grow we do not make congestion worse. This means putting new buildings in the right place and working together to create more attractive places for people. It also means making use of new technology and new solutions to tackle today's problems. Alongside this we must train more people to operate, manage and coordinate the transport network.

Vehicle

Electric Vehicle  
Charging Point

Vehicle in the allocated bay.  
Use the charge point or enter the  
reference number into your app.  
See instructions to charge



## By 2035: 300,000 more people making 600,000 more journeys every day.

### What will we do?

We have been working with developers for many years to create vibrant and attractive places to live and work, and this remains important. The **Greater Manchester Spatial Framework** ([www.greatermanchester-ca.gov.uk/GMSF](http://www.greatermanchester-ca.gov.uk/GMSF)) will help ensure that new development is located where it can be highly accessible by cycling, walking and public transport, to reduce reliance on the car, particularly for short journeys.

Greater Manchester has the largest light rail network in the UK - Metrolink. We will set out a plan for further extensions to our rapid transit system in support of the growth strategy that is being developed through the review of the GM Spatial Framework.

We will set clear expectations on what we want for our towns and cities by refreshing our **“Transport for Sustainable Communities: a guide for developers”** to place more emphasis on the part developers can play in reducing their impact on congestion. For example, cycle parking provision and pedestrian friendly neighbourhoods.

Engaging with people moving into new homes or workplaces is an important way to promote sustainable travel options. Our existing Travel Choices Programme has been very successful at providing information and incentives to take-up these options. We will continue to work with developers to **promote sustainable travel options** and transport operators to provide the incentives to try their services.

**Construction Management Plans** which are consistent and effective, working with developers and construction companies to ensure roads are not blocked by trucks at the busiest times of day and disruption is kept to a minimum.

Technology is evolving and increasingly influences the way we travel. We will ensure that Greater Manchester benefits from these **new technologies** through a number of pilot projects to explore the benefits of autonomous vehicles (**Project Synergy synergy-cav.com**), flexible on demand transport (**City Spire gblogs.cisco.com/uki/cityspire-the-next-generation-of-on-demand-transport**) and the concept of ‘Mobility as a Service’ ([www.imove-project.eu](http://www.imove-project.eu) and [www.maas4eu.eu](http://www.maas4eu.eu)).

We will establish a **Highways Academy** across the local transport sector to develop the skills and work force for the future. A more digitally-connected road network will need a new set of skills to keep people and goods moving. There is an opportunity for Greater Manchester to be a centre of excellence in highway network design, management and operation to deliver long-term benefits.

### How will we know we have made a difference?

- New neighbourhoods are accessible by public transport.
- More people travel to and from new developments using more sustainable modes of transport.
- More Highways Academy apprentices in training and employment.



**Making sustainable travel the natural choice for new development will mean people contribute to improving air quality from day one.**

# A shared endeavour

## Joining up delivery

Many different partners take care of the roads and transport services in Greater Manchester. Our transport bodies need to be better integrated to provide the best possible travel experience for transport users. To achieve this integration we need to bring together the national transport bodies and our local operators and partners.

The bodies responsible for managing congestion are:

- Greater Manchester's 10 local authorities are the highways and traffic authorities with duties in law for the safety and maintenance of all local and major roads and for the flow of traffic on those roads. They also have the powers to make improvements to the road network;
- TfGM is responsible for oversight and performance, but not the maintenance, of major roads (the Key Route Network), all traffic signals, co-ordination of road safety. TfGM also owns the Metrolink network, bus stops, bus stations and interchanges; funds some bus services; and is responsible for long-term planning of improvements across Greater Manchester's transport network;
- Highways England operates, maintains, and enhances motorways and trunk roads: the Strategic Road Network (SRN). This role not only includes day-to-day management of the SRN, but also maintaining and extending the life of its different elements whilst creating a positive impact on the surrounding communities and environment;
- Greater Manchester Police are responsible for road policing and enforcement of moving traffic offences such as blocking yellow box junctions or disregarding one-way systems; and
- Private sector companies, such as First, Arriva, Stagecoach and Northern run the buses and local rail services. For buses, they set the routes, timetables and fares. For rail this is set through franchise agreements with Government. The Metrolink network is run by KeolisAmey Metrolink on behalf of TfGM.

We also work closely with our neighbouring highways authorities and this relationship will remain vital in managing congestion in Greater Manchester.

We have published our 2040 Transport Strategy which sets out a long-term approach to developing a much more integrated transport system, including using new technologies. You can find out more about the 2040 strategy and delivery plan online at the TfGM website:

[www.tfgm.com/2040](https://www.tfgm.com/2040)

## The tools to deliver

To achieve the aims of this deal we have identified a set of realistic and practical measures. However, we cannot deliver the full range of measures without access to: the right set of legislative powers, access to funding, skills, and support from politicians, residents and organisations to gain momentum behind the deal. This section sets out the important actions needed to ensure public bodies can deliver their part of this deal.

## Mayor's Transport Board

The Mayor's Transport Board will be led jointly by the Mayor and Sir Richard Leese (Deputy Mayor for Business and Economy). It will meet regularly and, for the first time, will bring together transport decision makers from both public bodies and private operators to help deliver a fully integrated transport network for Greater Manchester. The Board will collaborate on key operational transport issues including those affecting congestion.

## Local powers to support local delivery

With an elected and accountable Mayor of Greater Manchester now in place, we are in a stronger position

to make the case for further devolution of powers from Central Government to take greater local control of our transport network.

The Government recently announced that local authorities will be able to request permission to implement a lane-rental scheme to better manage road-works, and we will continue to seek further powers for local authority enforcement of moving traffic offences. Moving traffic offences includes offences which can cause congestion such as blocking yellow box areas at junctions.

The table below lists some of the powers which are already available in London and other city regions around the world to help tackle congestion. There is no reason why some of these should not be extended to Greater Manchester authorities. The powers would also free up valuable Police resource. Our Mayor will continue to press Government to secure these powers to enable us to keep traffic moving.

## Funding

Greater Manchester will continue to work together to fund tackling congestion. We will call on the public and private sector, the GM Local Enterprise Partnership, Chambers of Commerce and Government to make this deal a success. The recent announcement that Greater Manchester will receive £243 million through the Transforming Cities Fund will inject further investment over the next three years to supplement the Local Growth Deal programme of public transport and highway schemes already being delivered. We need further support and long-term funding from Central Government to build on this.

In December 2017 Highways England published the 'Strategic Road Network: Initial Report' which identifies priorities between 2020 and 2025. It is proposed that this Road Investment Strategy (RIS 2) will deliver a balanced programme of small and medium schemes alongside transformational investments. Furthermore, Designated Funds<sup>1</sup> will continue to provide an opportunity for direct investment in the network across Greater Manchester.

We will continue to explore a range of options to fund and build on this deal, and more detailed proposals will be set out in our Greater Manchester Transport Strategy 2040, five year delivery plan annual progress reports and updates, ensuring that this Congestion Deal is fully integrated with the overall transport strategy. The next update will be published later this spring.

## Cooperation of delivery partners

Improving the transport network will need commitment from all our partners and a fully co-ordinated approach, particularly between our local highway authorities, TfGM, Highways England, transport operators and the emergency services.

We will need Government support to ensure that we have the funding and powers in place to support this deal and for Government to hold national transport agencies to account. We also need public transport operators to work with us to ensure that we can offer an affordable and attractive alternative to the car for as many journeys as possible.

Powers available to tackle congestion in major city regions	Greater Manchester	London	New York	Madrid	Berlin
Parking enforcement	✓	✓	✓	✓	✓
Roadworks lane rental	✗	✓	✓	✓	✓
Moving traffic offences enforcement	✗	✓	✓*	✓*	✓
Influence over local of rail services	✗	✓	✗	✓	✓
Devolved funding	✗	✓	✓	✓	✓

\*Enforced by police using local funds.

<sup>1</sup> A series of ring fenced funds designated to Highways England to address a range of issues beyond the traditional focus of road investment. <https://www.gov.uk/guidance/highways-england-designated-funds>

# What we will deliver

In the first 12 months we will report on our progress in delivering a number of important early measures as part of the wider Greater Manchester 2040 Transport Strategy Delivery Plan. The following table sets out what we plan to deliver in the first 12 months and also

over the next three years. The deal will be reviewed regularly with further measures developed and implemented in response to any new opportunities or funding that arise.

### Within 12 months

- Commence installation of **new smart traffic signals** at around 90 junctions which can be re-timed to respond to changes in traffic volume, optimising the flow of people through junctions.
- Introduce a **corridor management approach** working in partnership with local highway authorities, to identify and tackle problems along the most congested routes.
- Investigate the viability of a **High Occupancy Vehicle (HOV) Lane** pilot on a congested corridor to encourage more car sharing.
- Expand our existing **transport control centre to run 24/7** for round the clock management, monitoring and response to events and incidents.
- **Enhance the existing roadworks permit scheme** for greater coordination and control to limit disruption.
- **Secure powers to enforce moving traffic offences**, such as blocking yellow box junctions, from Government, to empower Greater Manchester to reduce behaviour that exacerbates congestion.
- Continue to deliver **training courses for all road users** and speed awareness courses to improve driver behaviour.
- **Introduce 10 new PCSOs to the GM TravelSafe Partnership** to tackle crime, anti-social behaviour and fare evasion across the transport network.
- Deliver a programme of **cycling and walking schemes (CCAG)** and develop the new transformational programme in line with the emerging 'Streets for All' approach and the 'Made to Move' report.
- Deliver the first phase of 'tap-on/tap' off **contactless payment on Metrolink**.
- Work with businesses and organisations to **increase flexible working and vary opening hours**.
- Publish a refreshed **"Transport for Sustainable Communities: a guide for developers"**.
- **Promote sustainable travel options** to people moving into new homes and workplaces.
- **Promote sustainable travel options** to people, businesses and organisations **along the most congested routes**.
- Deliver a **congestion communications campaign** to publicise the measures of this deal as they are implemented and highlight the strategic options available for people to reduce their congestion footprint.
- **Establish a Highways Academy** to train transport apprentices and develop the skills and work force for the future



## Within 3 years

- Deliver a **£400m** programme of schemes to **upgrade our most congested road corridors and provide new links to improve capacity and access to development sites**.
- Be in the first tranche of cities to **explore lane rental** to assist in the management of roadworks and encourage good practise.
- Targeted introduction of **kerb-side controls**, such as parking, waiting or loading restrictions.
- Highways England to deliver **motorway improvements** including planned Smart Motorway on the M6, M56, M60 and M62 (**Within 5 years**).
- Provide **better information on disruption** to the network so that people re-time or re-route their journey to avoid congestion.
- Implement the **“Streets for All” programme** to improve highways for all road users.
- Commence implementation of a **cycling and walking infrastructure plan** to take forward the recommendations of the Made to Move report to support more ‘active travel’.
- Work with businesses, and delivery companies to reduce the **number of deliveries at the most congested times of day**.
- Identify locations where **bus priority** can be improved across Greater Manchester.
- Offer **cheaper Metrolink fares for early morning travel**, to encourage people to travel at quieter times.
- Purchase and introduce **up to 27 new trams** on the Metrolink network to increase capacity by over a quarter (space for almost 5,000 more people) at the busiest times.
- Complete delivery of the **Trafford Park Metrolink line** to create a new line, with six new tram stops, offering sustainable transport links to some of Greater Manchester’s busiest visitor destinations.
- Develop a programme of improvements **to park and ride provision** at Metrolink and rail stations and on key bus corridors.
- Ensure the Northern and Transpennine Express train operators rollout an **additional 40,000 seats on services across the North**.
- Increase the scale of Greater Manchester **car sharing schemes**.
- Publish **Greater Manchester’s Spatial Framework** to ensure new is located where it can be accessed by cycling, walking or by public transport.
- Improve the consistency and effectiveness of **Construction Management Plans**.

# You said... We will...

## // Too many people travelling at the same time

Engage businesses working with Chambers of Commerce to promote flexible working, including working from home, to allow people to avoid the peak when they can. We will work with delivery and servicing providers to help them to reduce their impact on congestion. We will also invest in creating more capacity on the network where it is needed. This means more seats on trains, more trams and more space on the most congested corridors for all road users.

## // Too many short journeys by car

Deliver a Streets for All programme, including dedicated road space for bikes and pedestrian friendly measures to implement the recommendations of the Cycling and Walking Commissioner's Made to Move report; and make it easier to cycle and walk for short trips

## // Roadworks causing delay

Tighter control of roadworks and working with Government to secure the powers to introduce financial penalties to reduce the time roadworks take and the disruption they cause to your journey.

## // Poorly-timed traffic signals

Invest in the number of “smart” traffic lights. We will also strengthen the focus to manage traffic lights for changing conditions. This will also mean we can respond to incidents and unexpected events more quickly. We will also improve the control of temporary traffic signals for road works.

## // No alternative to driving

We will work with public transport operators to make all forms of transport more attractive. In many cases we can't control what they do, but we can work together to improve journeys and make it more attractive and affordable for more people.



## A Greater Manchester Congestion Deal

**Bolton  
Council**

**Bury**  
COUNCIL

 **MANCHESTER**  
CITY COUNCIL

  
**Oldham**  
Council

 **ROCHDALE**  
BOROUGH COUNCIL

**Salford City Council**

 **STOCKPORT**  
METROPOLITAN BOROUGH COUNCIL

 **Tameside**  
Metropolitan Borough

  
**TRAFFORD**  
COUNCIL

**Wigan**  
Council



**ANDY BURNHAM**  
MAYOR OF  
GREATER  
MANCHESTER

**GMCA** **GREATER  
MANCHESTER  
COMBINED  
AUTHORITY**

 **Transport for  
Greater Manchester**