

Report to CABINET

GM Streets for All Strategy

Portfolio Holder:

Cllr A Shah, Leader of the Council and Cabinet Member for Economic and Social Reform

Officer Contact: Helen Lockwood, Deputy Chief Executive

Report Author: Joanne Betts
Ext.

20th September 2021

Reason for Decision

A Greater Manchester Streets for All Strategy has been prepared by Transport for Greater Manchester in partnership with the 10 GM local authorities and other stakeholders as a sub-strategy of the GM2040 Transport Strategy. It will be recommended to the September GMCA for approval and adoption.

Executive Summary

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.

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.

Streets for All will put people first as we shape and manage our streets. It 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.

The Streets for All approach involves working at three levels to ensure that Greater Manchester's roads can transition to deliver Streets for All:

- 1) Spatial Planning;
- 2) Network Planning; and
- 3) Street Design & Management.

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. It includes the concept of the '15-minute neighbourhood', whereby in urban areas residents can meet most of their needs within a short walk, cycle or public transport journey.

Recommendations

To recommend the Greater Manchester Streets for All Strategy for approval by the GM Combined Authority.

GM Streets for All Strategy

1 Background

- 1.1 Updated GM2040 Transport Strategy 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 The Greater Manchester Streets for All Strategy is one of a suite of sub-strategies being developed to support the overarching LTP documents adopted in January and to set out more detailed policies, principles, and guidance on how GM intends to deliver the 2040 ambitions.
- 1.3 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.
- 1.4 Implementation of the Streets for All Strategy will support the Council’s ambitions to protect the environment and become carbon neutral by 2030.
- 1.5 The GM Streets for All Strategy will be recommended to the September GMCA for approval and adoption.

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 the Right Mix vision for half of all journeys in Greater Manchester to be made on foot, by cycle or using public transport by 2040. 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.

3 What kind of values underpin 'Streets for All'?

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



3.2 Our 7 Streets for All Essentials are our priorities and our promise. They support our people centred approach to streets across Greater Manchester. Each Essential is explained in the Streets for All strategy appended to this report. Key actions related to the Streets for All Essentials are listed below.

Streets for All Essentials - Key actions
<ul style="list-style-type: none">• Progress and deliver Streets for All redesign projects as part of the capital investment programme outlined in Our Five-Year Transport Delivery Plan (2021-26).• Build 500 miles of new Active Travel networks in GM by 2024, working with local communities to make sure we are putting them in the right places.• Design our streets to deliver 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.• Develop Traffic Reduction Plans as part of refreshed Local Implementation Plans.• Produce a Road Danger Reduction Strategy for Greater Manchester.• Work with businesses and the freight industry to trial innovations in zero-emission deliveries and servicing.• Develop a Shared Mobility Strategy, setting out the role of mobility hubs in enabling seamless integration between more sustainable modes of transport and learning from our experience of e-scooter trials.

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 been 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.

Levels of delivery

4.2 The Streets for All approach involves working at three levels to ensure that Greater Manchester's roads can transition to deliver Streets for All:

- 1) Spatial Planning;
- 2) Network Planning; and
- 3) Street Design & Management.

4.3 The actions proposed in the GM Streets for All Strategy at each level of delivery are shown in the table below.

Delivery level	Key actions
Spatial planning	<ul style="list-style-type: none">• Promote the 15-minute neighbourhood concept in spatial & transport plans.• Develop a Streets for All check, proportionate and appropriate to the development, to be included in transport assessments and set out any mitigation measures to ensure the development aligns with streets for all essentials and design guidance. This can be discussed in early pre-planning application conversations with developers.• Incorporate the 7 Streets for All Essentials in Local Plans where they are being reviewed.• Update the Transport for Sustainable Communities Guidance to reference Streets for All requirements and national policy such as Gear Change, Bus Back Better and the latest Manual for Streets guidance.
Network planning	<ul style="list-style-type: none">• Review and update the Highway Protocols to reflect changes in roles and responsibilities and continue to review the priority routes for public transport, active travel, freight and general traffic across GM (aligned with the Right Mix mode share target and future Road Danger Reduction Strategy).• Through investment projects, identify alternate suitable routes or mitigation plans for key points on the network where there are competing pressures for priority from different modes.• Within the design process for specific streets or corridors, agree what level of motorised traffic will be accommodated and how to manage traffic across the area to achieve traffic reduction.
Street Design & Management	<ul style="list-style-type: none">• Ensure that the process for designing projects which affect our streets includes engagement with local communities and stakeholders at an early stage, so that their views can be incorporated into designs.• Develop a Streets for All Design Guide tailored to the needs of Greater Manchester. In the interim refer to design guidance produced by the National Association of City Transportation Officials (NACTO) as a 'best practice' guide.• Undertake a Streets for All check for every place we are proposing a new intervention.• Establish a new process for reviewing project specifications at key stages to ensure each project is fully aligned with Streets for All.

4.4 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.

Street Types

4.5 Our streets have different roles (illustrated below). One objective of 'Streets for All' is to ensure the right movement is happening on the right kind of street. Some streets are '**Destination Places**' or '**Active Neighbourhoods**', which have low levels of moving vehicles. 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. Active travel, alongside public transport, also plays an important role in supporting economically successful '**High Streets**'.



4.6 '**Connector Roads**' are important for moving buses and making sure that public transport is given enough priority to be reliable and attractive to users. They 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.

4.7 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, bus networks, 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.

4.8 Elements of the Streets for All approach are being piloted through several transport projects such as Quality Bus Transit, which we believe will make things better for people travelling in local neighbourhoods, towns, and cities. Progress on these different elements of Streets for All will be kept under review and reported to ensure they are supporting delivery of the overall transport vision for the people of Greater Manchester. The Streets for All strategy and its policies will be kept under regular review to ensure it meets the needs of the people of Greater Manchester.

4.9 The full length of the A627/A671 Rochdale-Oldham-Ashton corridor is currently being investigated by TfGM (working with Oldham, Rochdale and Tameside Council officers) for Quality Bus Transit. This is one of ten routes across Greater Manchester that will be developed over the next 5 years. The Rochdale-Oldham-Ashton scheme is in its first phase of development.

5 **Options/Alternatives**

5.1 Option 1: To recommend the GM Streets for All Strategy for approval by the GM Combined Authority.

5.2 Option 2: Not to recommend the GM Streets for All Strategy for approval by the GM Combined Authority.

6 **Preferred Option**

6.1 Option 1: To recommend the GM Streets for All Strategy for approval by the GM Combined Authority.

7 **Consultation**

7.1 Policy Overview and Scrutiny Committee was consulted on the draft GM2040 Streets for All Strategy on 1st September 2021.

8 **Financial Implications**

8.1 There are no direct financial implications in adopting the GM2040 Streets for All Strategy at this stage. Any financial implications for any future schemes will be included in subsequent reports as individual schemes are developed. (James Postle)

9 **Legal Services Comments**

9.1 Local Transport Plans (LTPs) were established by the 2000 Transport Act, as statutory documents to be produced by all local authorities, setting out a 5-year programme for investment for local transport, supported by statements on wider local transport policies to support the delivery of a longer term vision and strategy for their given area. Under changes mainly introduced by the Local Transport Act 2008, the duty to produce an LTP for Greater Manchester was transferred to the sole responsibility of the Greater Manchester Combined Authority (GMCA). In addition the requirement to produce a 5-year programme was replaced by a duty to keep the LTP under review, alter it if considered appropriate to do so and replace it as the GMCA think fit. In preparing the LTP and keeping it under review the GMCA must consult each local traffic authority and district council within their area. (A Evans).

10 **Co-operative Agenda**

- 10.1 The Streets for All approach supports the Council's Cooperative agenda as it is intended to be delivered by GMCA, the 10 Greater Manchester councils and TfGM in partnership with residents, businesses, transport operators, the NHS and emergency services all working together and doing their bit.

11 **Human Resources Comments**

- 11.1 None.

12 **Risk Assessments**

- 12.1 None.

13 **IT Implications**

- 13.1 None.

14 **Property Implications**

- 14.1 None.

15 **Procurement Implications**

- 15.1 The Commercial Procurement Team support the recommendation outlined in the report and will manage any subsequent tendering activities ensuring they are carried out compliantly in line with the Council's Contract Procedure Rules and Public Contract Regulations 2015. (Emily Molden)

16 **Environmental and Health & Safety Implications**

- 16.1 Successful implementation of the GM Streets for All Strategy will have a very positive impact on carbon and air quality emissions by improving opportunities for cycling, walking and using public transport and enabling people to drive less. Reducing road danger is also a fundamental part of delivering the Streets for All Strategy.

17 **Equality, community cohesion and crime implications**

- 17.1 The Streets for All approach aims to ensure that everyone feels safe enough to choose walking, cycling or public transport at all times of the day or after dark on all our streets and to ensure that people with disabilities can enjoy the opportunities and facilities offered on our streets. Streets for All will prioritise the needs of people who currently find it hardest to get around on foot because of mobility impairments.

18 **Implications for Children and Young People**

- 18.1 Children and young people will benefit from the implementation of the GM Streets for All Strategy as it aims to create age friendly streets and ensure that they are welcoming for all age groups, including children and young people. The Streets for All approach supports the creation of play areas and more residential streets that are safe for children to play in.

19 **Equality Impact Assessment Completed?**

19.1 The Greater Manchester Transport Strategy 2040 documents aim 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. Streets for All has also been the subject of initial equalities screening by TfGM which has concluded that the Streets for All Strategy will have no significant adverse impacts on any protected group but will have a number of positive impacts therefore a full Equalities Impact Assessment is not required.

20 **Key Decision**

20.1 Yes

21 **Key Decision Reference**

21.1 NC-11-21

22 **Background Papers**

22.1 There are no background papers for this report.

23 **Appendices**

23.1 Appendix 1: Draft Greater Manchester Streets for All Strategy