

Protocol for joint working on planning issues between AGMA Authorities and the Highways Agency

Introduction

This protocol sets out agreed arrangements for joint working and a shared approach in the preparation of Local Development Frameworks (LDFs) and their supporting transport evidence base between the following parties:

- the constituent authorities of the Association of Greater Manchester Authorities (AGMA)
- Greater Manchester Integrated Transport Authority (GMITA)
- Greater Manchester Passenger Transport Executive (GMPTE) and
- the Highways Agency (HA)

Context

This protocol is set within the context of the emerging arrangements for the Greater Manchester Combined Authority (GMCA), Central Government policy, the Regional Strategy (RS) and any successor, and the emerging Greater Manchester Spatial Framework (GMSF). Government Office for the North West (GONW) supports the joint working on transport issues being carried out by AGMA, and the principle of co-operation between AGMA and the HA. GONW has encouraged the drawing up of a protocol setting out how AGMA will work in partnership with the HA on transport matters.

Key Aims

The key aims are as follows:

1. To foster partnership in the parties' approach to identifying the transport impacts of the development proposed within LDFs.
2. To jointly determine how best to mitigate such impacts in the most sustainable way, consistent with meeting RSS requirements and subsequent RS 2010 requirements.
3. To ensure that the HA is able to support the approach to the production of DPDs at Examinations in Public and that such DPDs are considered sound.
4. To ensure that agreement is reached on satisfactory arrangements to deliver the development planned for the first five years of the emerging Core Strategies, and that an agreed approach is in place which will allow transport impacts and infrastructure delivery issues in the medium to longer terms to be properly identified and addressed.
5. To provide aligned, cohesive and deliverable infrastructure plans for transport within Greater Manchester.

6. To demonstrate that the following policy requirements are being adequately addressed in Greater Manchester:
 - Planning Policy Statement 12 (PPS12) is based on the principle that there should be a sound evidence base to underpin proposals and policies in LDFs;
 - Planning Policy Statement 1 (PPS1) includes the general principle that new development should be located where it can be accessed on foot, by bike or public transport and should not be reliant on access by car; Circular 02/2007 also sets out how the impact of LDFs on the Strategic Road Network (SRN) should be assessed.
 - RSS sets the broad framework for the scale and location of development within the region and for Greater Manchester; in some cases specific policy guidance is provided for specific authorities or parts of the sub-region.

Principles and Approach

All parties recognise the need for, and are committed to:

- embracing the philosophy that, as the spatial interpretation of local Sustainable Community Strategies, LDFs are not just instruments of local authorities, but are for all parties responsible for delivering development and associated infrastructure to influence future transport priorities;
- understanding the need to deliver the development requirements set out in RS, and subsequently RS 2010, whilst recognising and seeking to address the related broad transport implications (see Appendix D for an initial assessment of key issues from the Highways Agency):
 - working at the local and conurbation level to understand both individual and cumulative impacts of policies and proposals in the LDFs and the emerging GMSF;
 - working at the local authority level to understand the transport implications of emerging LDFs by the use of TIAT and Accessibility Mapping and/or other modelling capabilities to assist in determining the impact of their development aspirations, and achieving Key Aims 1 and 2, which parties will use as part of the evidence base for developing the LDF;
 - working at the City Region level to understand the cumulative impact of emerging and draft LDFs, when taken together, through full participation in joint modelling (such as that currently being undertaken with the Greater Manchester Joint Transport Team (GMJTT) and GMTU) and other studies as appropriate, and in particular issues that cannot be resolved at the local level;
- understanding and acknowledging the current issues and constraints on the operation of the SRN within Greater Manchester, and the need

to maintain its strategic function, both for Greater Manchester and as part of the national network. This will take place through targeted dialogue and data exchange, and will form a key element of the baseline within each authority's evidence base;

- recognising that planned interventions which address the transport impacts of LDFs in the short term (0-5 years) will largely be confined to those schemes already committed and those which have arisen out of the AGMA Scheme Prioritisation process. A review of Local Transport Plan 2 (LTP2), and subsequently LTP3 during this period may, however, provide opportunities to address some of the issues identified through the Greater Manchester transport modelling, particularly in relation to public transport. However it is recognised that there may be an opportunity to tailor phasing of development to coincide with these transport interventions where considered appropriate;
- ensuring that for the latter phases of the LDF plan period (5-10 and 10-15 years), further work is undertaken to determine future transport requirements and feasible interventions. It will be particularly important to consider the impact of the HA's planned schemes on the SRN and consider other possible interventions which may need to be incorporated in Regional Strategy 2010 (RS2010), which replaces the RSS, and future LTPs;
- working across the City Region to ensure that further reviews of LTPs appropriately respond to the level and location of development proposed and promoted through LDFs;
- including within any assessment the impacts of other major initiatives or programmes related either to planned development (for example, the Government's Housing Growth Point programme) or to highways infrastructure improvements (for example, the HA's Programme of Major Schemes and Local Network Management Projects) as well as wider transport investment programmes (including those for public transport through the LTP, RFA and DaSTS process incorporating the SRN and national rail networks);
- working to provide aligned, cohesive and deliverable infrastructure plans for transport within Greater Manchester, by aiming to:
 - address potential impacts by using spatial planning techniques to ensure that development is located sustainably and is accessible by public transport, walking or cycling and is appropriately phased;
 - reduce potential impacts by identifying improvements to public transport infrastructure and services;
 - promote behavioural change to more sustainable modes of travel;
 - manage any potential impacts by investing in and making best use of the existing highway network asset through improved technology and other operational mechanisms;
 - seek to identify highway infrastructure measures which need to be delivered alongside key developments to support them, where these remain insufficient to accommodate necessary

development;

- assisting all AGMA local authorities to maintain the project plans for preparing and approving LDFs agreed with Government;
- assisting in the delivery of the plans with a presumption to minimise the Highways Agency's use of its powers of direction, for development consistent with those plans, subject to the commitments in this protocol being fulfilled.

Working Arrangements

All parties recognise and agree that the principles and approach set out above requires continued joint working, and that the production of an agreed rolling programme of future work and actions will be necessary to ensure that measures to address LDF issues related to transport are adequately researched/assessed, developed, delivered and refreshed – see Appendix X.

The parties further agree that joint working will require regular joint and individual forums, and are committed to:

- regular individual district liaison;
- full participation in joint modelling and other studies, as appropriate (reporting through AGMA Planning Officers Group);
- discussion through AGMA Strategic Planning Information Group (SPIG) or a suitable subgroup, focused on LDF issues related to transport;
- discussion and representation through the Greater Manchester Local Transport Plan (GMLTP) Steering Group in relation to LTP development;
- as needed, meetings to discuss overall progress towards achieving the aims of this protocol, any amendments necessary, and more general policy issues, between the parties involved and GONW.

These forums will provide the means by which the parties can collectively agree on what future evidence may be required to support the continuing preparation, and in due course the review, of the different elements of LDFs.

Appendix A – relevant contacts for AGMA, and for GM authorities.

Appendix B – HA contacts for LDF engagement and support.

Appendix C – GONW contacts for advice and support for LDF, LTP and HA.

Appendix D – initial assessment of key District issues (prepared by HA)

Appendix X – Two and Half Year/ Five Year Rolling Work Programme 2010 - 15

May 2010

Bolton

- Journey times along the M61 (principally J6 to J3)
- Sustainable delivery of Cutacre & Horwich Loco Works
- The interrelationship between capacity constraints on the strategic and local road network and the movements on different parts of the PT network
- Air Quality Management Areas.

Bury

- Public Transport patronage and capacity constraints
- M60 J19 to J18 Journey Times;
- M66 Corridor (southbound journey times on the approach to J2)
- Air Quality and the adoption of Low Emission Strategies particularly with regard to CO₂
- Delivering accessible development (close to sustainable modes of transport, key services and ELR opportunities).

Rochdale

- Shift to Rail and Tram from Bus – PT interaction;
- M62 West Bound J20-J18 Journey Times and J19 link;
- Significant increase in journey times on local roads, primarily on the radial routes to the Regional Centre and between Rochdale and Bury (A58)
- Air Quality and the adoption of Low Emission Strategies particularly with regard to 14% increase in CO₂; and
- Delivering accessible development (close to sustainable modes of transport, key services & ELR opportunities).

Wigan

- Overall increase in car usage
- Increase in journey times on the M6 – potential connectivity problems for the City Regions
- Accessibility to the Regional Centre
- CO₂ emissions
- Employment development aspirations within the Wigan LDF

Oldham

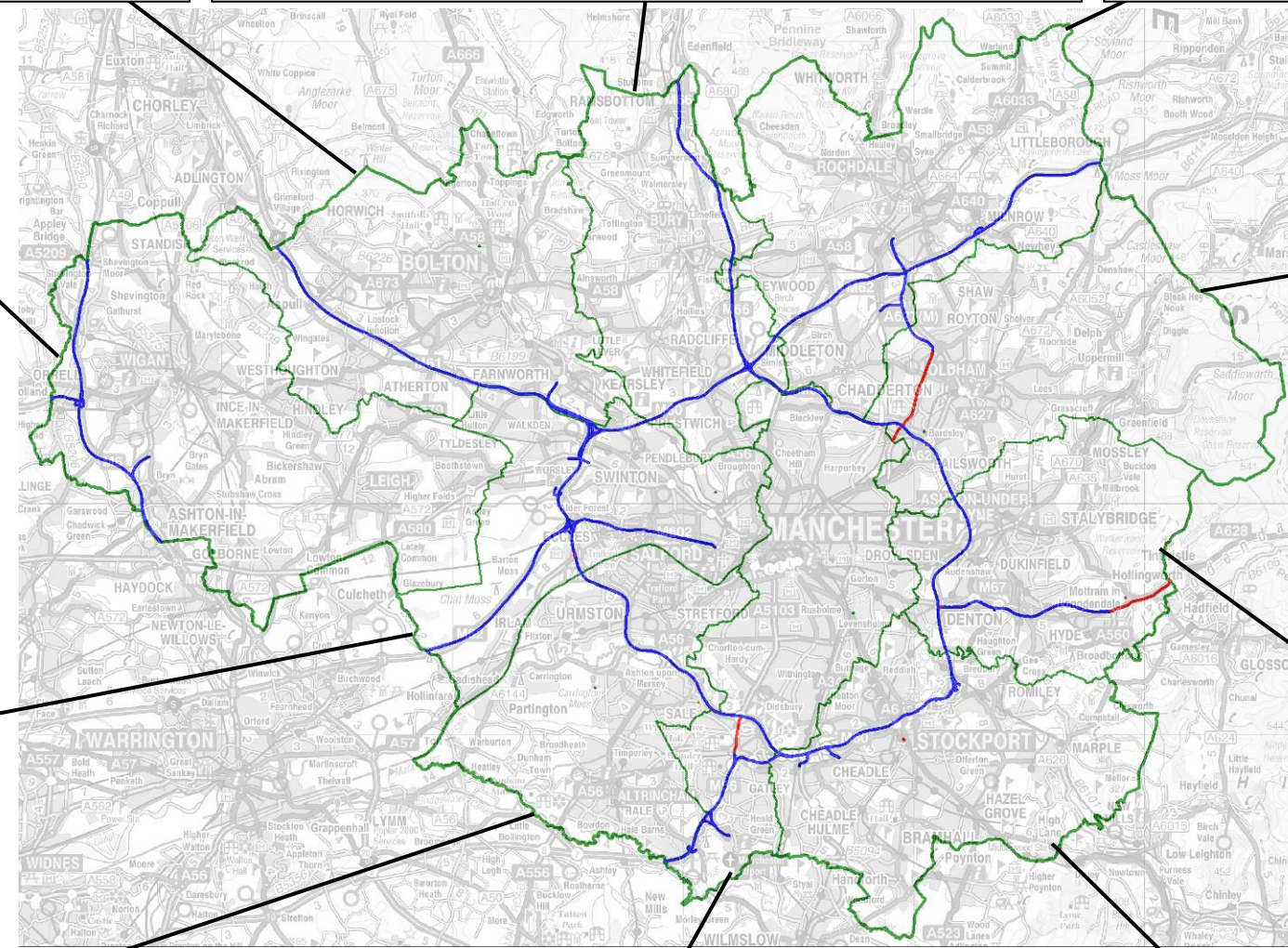
- Addressing the forecasted drop in walk/cycle movements alongside decreasing PT patronage & capacity constraints on the PT network
- Clustering of sites & Journey Times along the M60 (between J20 & J22)
- Journey times along key radial routes (principally those close to SRN)
- Air Quality and the adoption of Low Emission Strategies particularly with regard to 19.4% increase in CO₂
- Delivering accessible development (close to sustainable modes of transport and key services).

Tameside

- Key issues likely to be in relation to operation of M60/M67 corridors
- Future sustainable transport provisions (metrolink) likely to assist
- Given the early stages of the LDF, specific focus of development in relation to SRN is unknown

Salford

- Overall increase in car usage and impacts on public transport
- Development pressures on the M60
- Increased journey times to the Regional Centre
- CO₂ emissions
- The public transport issue of increased patronage vs. potential capacity problems



Trafford

- Growth in traffic and increase in journey times between Junction 5 and 11 of the M60
- Carrington
- CO₂ emissions
- Increase in traffic and journey times on key public transport corridors
- Increase in overall car use and reduction in public transport use across the modelling period

Manchester

- Regional Centre attracts journeys from across Greater Manchester - improving accessibility is a priority for the City Region
- Main focus of SRN related impacts on much of M60 and M56 (in both morning and evening peak periods)
- Current (rail, metrolink, bus) and future (additional metrolink routes) offer good sustainable alternatives to private car. Most sustainable location for development in GM?
- Some specific locations (e.g. Manchester Airport / Roundthorn) likely to have specific impacts on SRN
- Approach to 'Infrastructure Plan' is reasonable

Stockport

- The main impacts of the SRN are on the southern elements of the M60 Junctions 24 to 27
- A balance needs to be struck between promoting sustainable development in the town centre and the proximity of town centre to the M60
- A concern regarding office development focus on "M60 gateway"
- Other specific locations (e.g. Bredbury Industrial Estate) are likely to have specific impacts on SRN
- Further development is required in respect of the Infrastructure Planning

Appendix A – relevant contacts for AGMA, and for GM authorities

Bolton	Simon Godley Development Manager (Planning Strategy) T 01204 336 111
Bury	Paul Allen Planning Policy Manager T 0161 253 5283
Manchester	Rebecca Friday Senior Strategy Officer Planning Strategy T 0161 234 4561
Oldham	Paul McGrath Principal Planning Officer Strategic Planning & Information Team T 0161-911 4151
Rochdale	Paul Simpson Strategic Planning Manager Strategic Planning (Partnerships and Regeneration) T 01706-924 369
Salford	Jimmy McManus Strategic Planning Sustainable Regeneration T 0161 793 2796
Stockport	Chris O'Brien Planning Policy Officer T 0161 474 3534
Tameside	Pete Mowbray Policy and Plans Co-ordinator Planning and Building Control T 0161 342 3122
Trafford	Rob Haslam Principal Planning Officer (Strategic Planning) Strategic Planning & Developments T 0161 912 4788
Wigan	Nick Clarke Chief Asst Planning Officer (Policy) T 01942-404235

AGMA Anne Morgan
AGMA Planning Strategy Manager (Acting)
Manchester City Council
07944 763 639

GMPTE Moira Percy
Section Manager Transport Planning
0161 244 1282

GMITA Simon Warburton
0161 234 3775

Appendix B – HA contacts for LDF engagement and support

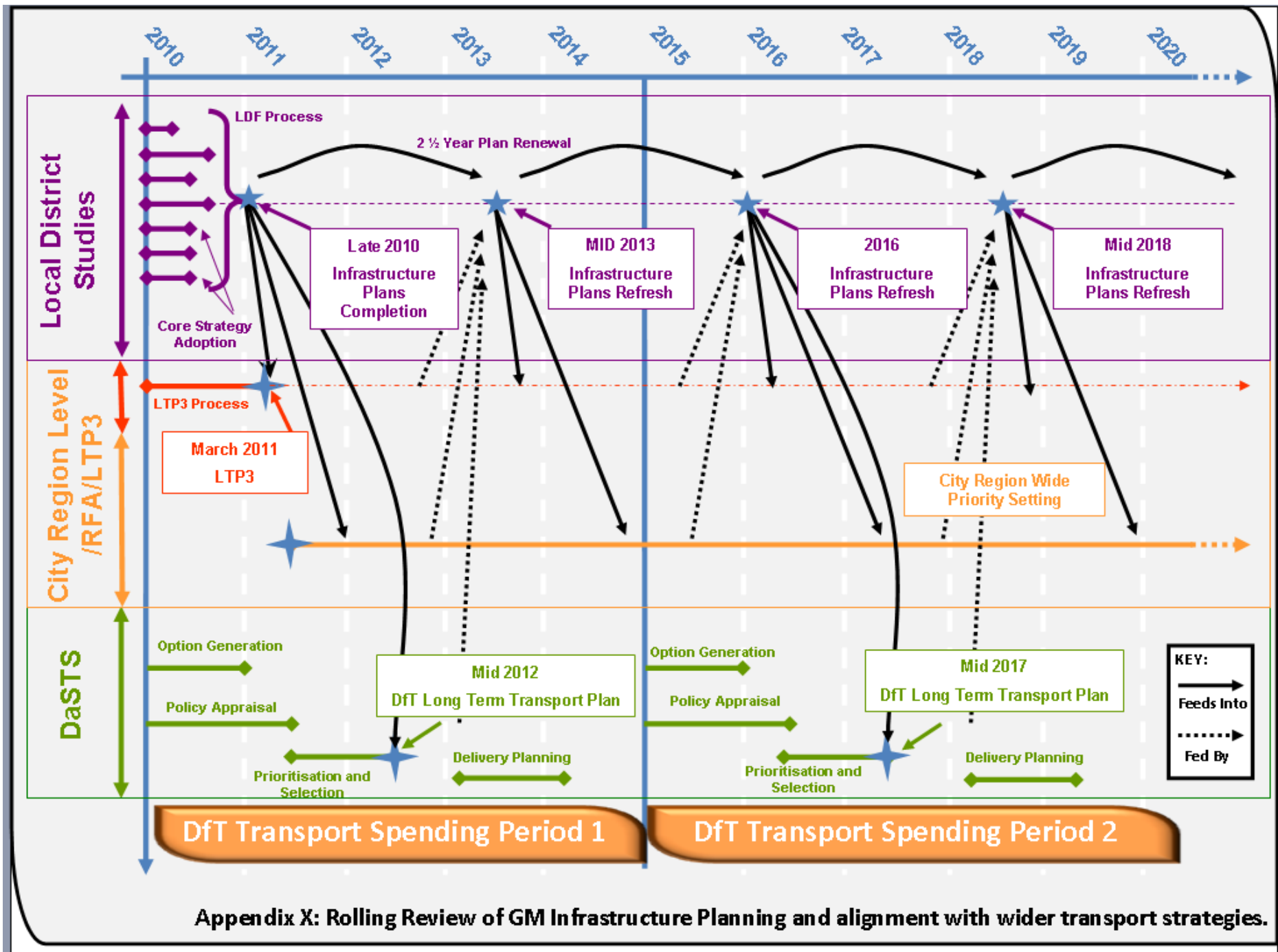
Shaun Reynolds

Appendix C – GONW contacts for advice and support for LDF, LTP and HA

Nicky Mailey
Joint Head of Transport
Government Office for the North West
0161 952 4305

Paul Byrne
Local Planning Team
Government Office for the North West

See Appendix D – separate document



Appendix X: Rolling Review of GM Infrastructure Planning and alignment with wider transport strategies.