Oldham Local Plan

Local Plan Review: Issues and Options Transport Topic Paper

July 2021

Oldham Council

1 INTRODUCTION

1.1 This Transport Topic Paper is one of a series that has been prepared as part of the process of evidence gathering to support the review and preparation of Oldham's Local Plan.

1.2 The full range of Topic Papers deal with the following:

- Housing
- Economy and Employment
- Our Centres (incorporating retail)
- Communities (incorporating community facilities, health and well-being, education, open space, sport and recreation provision and infrastructure etc).
- Open Land (incorporating Green Belt and Other Protected Open Land)
- Natural Environment (incorporating landscape, nature conservation designations and wider Green Infrastructure)
- Built Environment (incorporating design, heritage)
- Transport
- Climate Change, Energy and Flood Risk

1.3 The principal aim of the Topic Paper is to set out current key policies, plans and strategies relating this topic area that will form the basis for the development of the Local Plan. The Topic Papers will present a profile of the borough and highlight key issues and opportunities that the Local Plan should seek to address. Helping to shape and influence the direction and focus of the Local Plan's planning policies, designation and site allocations.

1.4 It is intended that the Topic Papers will be 'living' documents that can be updated as we progress through the preparation of the Local Plan, carry out further consultation and complete additional evidence.

2 KEY POLICIES, PLANS AND STRATEGIES

National Context

National Planning Policy Framework (Ministry of Housing, Communities and Local Government, February 2019)

2.1 National Planning Policy Framework (NPPF) says in paragraph 102 that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. It says encouragement should be given to solutions that support the reduction in greenhouse gas emissions and reduce congestion and that Local Plans should support patterns of development that, where reasonable, support sustainable modes of transport.

2.2 The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.

2.3 All developments that generate significant amounts of movement should be accompanied by a Transport Statement or a Transport Assessment and plans and decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- safe and suitable access to the site can be achieved for all people; and
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

2.4 It goes on to say that plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people and that developments should be located and designed where practical to:

- accommodate the efficient delivery of goods and supplies;
- give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;
- create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;

- incorporate facilities for charging plug-in and other ultra-low emission vehicles; and
- consider the needs of people with disabilities by all modes of transport.

2.5 It says all developments which generate significant amounts of movement should be required to provide a Travel Plan.

2.6 It goes on to say that in setting local parking standards for residential and non-residential development, local planning authorities should take into account:

- the accessibility of the development;
- the type, mix and use of development;
- the availability of and opportunities for public transport;
- local car ownership levels; and
- an overall need to reduce the use of high-emission vehicles.

2.7 The policy on assessing the transport impact of proposals refers to highway safety, as well as capacity and congestion in order to make it clear that government expect that designs should prioritise pedestrian and cycle movements, followed by access to high quality public transport (so far as possible) as well as to reflect the importance of creating well-designed places.

Planning Practice Guidance Transport evidence base in plan making and decision taking (Ministry of Housing, Communities and Local Government, March, 2015)

This guidance state that a robust transport evidence base can facilitate approval of the Local Plan and reduce costs and delays to the delivery of new development, thus reducing the burden on the public purse and private sector.

It says that a robust evidence base will enable an assessment of the transport impacts of both existing development as well as that proposed, and can inform sustainable approaches to transport at a plan-making level. This will include consideration of viability and deliverability.

2.8 It sets out detailed guidance under each of the following headings:

- What is the purpose of a transport evidence base to support the Local Plan?
- What key issues should be considered in developing the transport evidence base to support the Local Plan?
- When should the transport assessment of the Local Plan be undertaken?
- What baseline information should inform a transport assessment of a Local Plan?
- What detailed information is required for the transport assessment of the Local Plan?

- How can a transport assessment of the Local Plan be undertaken?
- How should the impact of land allocations be considered in assessing the transport implications of Local Plans?
- How should safety considerations be addressed and accident analysis used effectively in the transport assessment of the Local Plan?
- How is the WebTAG approach useful in the transport assessment of the Local Plan?
- Over how long a period should the assessment of the transport impact of the Local Plan cover?
- What should be considered in regard to the development of airport and airfield facilities and their role in serving business, leisure, training and emergency service needs?

The UK's Clean Growth Strategy (HM Government, October 2017)

2.9 In the context of the UK's legal requirments under the Climate Change Act, the UK's approach to reducing emissions has two guiding objectives:

1. To meet our domestic commitments at the lowest possible net cost to UK taxpayers, consumers and businesses; and
2. To maximise the social and economic benefits for the UK from this transition.

2.10 In order to meet these objectives, the UK will need to nurture low carbon technologies, processes and systems that are as cheap as possible.

2.11 The key actions that the government will take as part of the strategy are listed under the following headings:

- Accelerating clean growth
- Improving business and industry efficiency – 25% of UK emissions
- Improving the energy efficiency of our homes
- Rolling out low carbon heating
- Accelerating the shift to low carbon transport – 24% of UK emissions
- Delivering Clean, Smart, Flexible Power – 21% of UK Emissions
- Enhancing the benefits and value of our natural resources – 15% of UK emissions
- Leading in the public sector – 2% of UK emissions

- Government leadership in driving clean growth

- Government leadership in driving clean growth

2.12 Under the heading 'Accelerating the shift to low carbon transport – 24% of UK emissions' the key actions are:

- End the sale of new conventional petrol and diesel cars and vans by 2040.
- Spend £1 billion supporting the take-up of ultra low emission vehicles (ULEV), including helping consumers to overcome the upfront cost of an electric car.
- Develop one of the best electric vehicle charging networks in the world by:
    - investing an additional £80 million, alongside £15 million from Highways England, to support charging infrastructure deployment; and
    - taking new powers under the Automated and Electric Vehicles Bill, allowing the government to set requirements for the provision of charging points.
- Accelerate the uptake of low emission taxis and buses by:
    - providing £50 million for the Plug-in Taxi programme, which gives taxi drivers up to £7,500 off the purchase price of a new ULEV taxi, alongside £14 million to support 10 local areas to deliver dedicated charge points for taxis; and
    - providing £100 million for a national programme of support for retrofitting and new low emission buses in England and Wales.
- Work with industry as they develop an Automotive Sector Deal to accelerate the transition to zero emission vehicles.
- Announce plans for the public sector to lead the way in transitioning to zero emissions vehicles.
- Invest £1.2 billion to make cycling and walking the natural choice for shorter journeys.
- Work to enable cost-effective options for shifting more freight from road to rail, including using low emission rail freight for deliveries into urban areas, with zero emission last mile deliveries.
- Position the UK at the forefront of research, development and demonstration of Connected and Autonomous Vehicle technologies, including through the establishment of the Centre for Connected and Autonomous Vehicles and investment of over £250 million, matched by industry.
- Innovation: Invest around £841 million of public funds in innovation in low carbon transport technology and fuels including:
    - ensuring the UK builds on its strengths and leads the world in the design, development and manufacture of electric batteries through investment of up to £246 million in the Faraday Challenge
    - delivering trials of Heavy Goods Vehicle (HGV) platoons, which could deliver significant fuel and emissions savings

The Next Steps

2.13 The strategy is not the end of the process. While it is an important milestone in the work to decarbonise the UK while growing the economy, the approach will develop and adapt to changing circumstances. Key elements of the strategy will be updated.

2.14 The following government consultations will also take place during 2017 and 2018:

- the design of a new industrial heat recovery programme
- making the private rented sector energy efficiency regulations more effective, and setting longer term energy performance standards across both the domestic private and social rented sectors
- a streamlined a more effective energy and carbon reporting framework for UK businesses to help them identify where they can cut bills
- a package of measures to support businesses to improve how productively they use energy
- our strategic approach to the aviation sector in a series of consultations over the next 18 months

2.15 The government cannot achieve the changes needed to our economy by itself. Outside action on public sector emissions, the government's key role is to set the framework for action across the economy. Beyond that, clean growth has to be a shared endeavour between government, business, civil society and the British people. Creating this supportive environment will help attract the domestic and international investment the UK wants. Therefore from 2018 the government will work with private partners and NGOs to introduce a Green Great Britain Week.

Transport Investment Strategy, Moving Britain Ahead (Department for Transport, July, 2017)

2.16 Paragrah 3.1 states that transport investment can and must seek to:

- create a more reliable, less congested, and better connected transport network that works for the users who rely on it;
- build a stronger, more balanced economy by enhancing productivity and responding to local growth priorities;
- enhance our global competitiveness by making Britain a more attractive place to trade and invest; and
- support the creation of new housing.

2.17 Taken together this will mean investing in the transport network in different ways, most fundamentally by addressing the network's core capability – its condition, capacity and connectivity – but also improving the user experience and adapting the network to safeguard the environment and health.

2.18 Delivering balanced investment programmes will:

- Ensure our investment consistently meets the needs of users and helps to create a balanced economy;
- Focus on getting the best value out of the network and investment;
- Retain a resolute focus on delivery; and
- Remain adaptable in the face of change.

2.19 To deliver the aims, DfT are creating strong institutional decision-making frameworks, however there is also a need to respond with innovation to the challenges and opportunities presented by funding and delivery pressures, environmental factors and the rapid pace of change.

2.20 The final chapter discusses embracing the opportunities presented by new technologies and positioning the UK as a world leader in transport technology; extending the financial reach by exploring alternative sources of funding, private finance models, and cost efficiencies; and overcoming delivery constraints through the use of innovative delivery models and concerted action to support the UK supply chain and skills base. All of these innovations can build on Britain's strategic strengths, tackling our underlying weaknesses and creating the conditions where successful businesses can emerge and grow. Properly harnessed, all this can help us meet our aim to improve living standards and economic growth by increasing productivity and driving growth across the whole country.

Sport England Active Design – Planning for health and wellbeing through sport and physical activity, (Sport England, NHS, Public Health England & Department of Health, 2015)

2.21 Active Design aims to encourage and promote sport and physical activity through the design and layout of our build environment to support a step change towards healthier and more active lifestyles. It is supported by Public Health England and is part of collaborative action to promote the principles set out in Public Health England's 'Everybody Active, Every Day' strategy, to create active environments that make physical activity the easiest and most practical option in everyday life.

2.22 The creation of healthy places requires the collaborative input of many different partners, including planning, design, transport and health. This document intends to unify these partners by promoting the right conditions and environments for individuals and communities to lead active and healthy lifestyles. Three Key Active Design objectives from previous strategies, of Accessibility, Amenity and Awareness, underpin Active Design Principles:

- Improving Accessibility – providing easy, safe and convenient access to a choice of opportunities for participating in sport and physical activity and active travel for the whole community;

- Enhancing Amenity – promoting environmental quality in the design and layout of new sports and recreational facilities, their links and relationship to other buildings and the wider public realm;
- Increasing Awareness – raising the prominence and legibility of sports and recreational facilities and opportunities for physical activity through the design and layout of development.

2.23 Drawing from the three key Active Design objectives Ten Active Design Principles have been identified:

1. Activity for all – Neighbourhoods, facilities and open spaces should be accessible to all users and should support sport and physical activity across all ages.
2. Walkable communities – Homes, schools, shops, community facilities, workplaces, open spaces and sports facilities should be within easy reach of each other.
3. Connected walking & cycling routes – All destinations should be connected by a direct, legible and integrated network of walking and cycling routes. Routes must be safe, well lit, overlooked, welcoming, well-maintained, durable and clearly sign-posted. Active travel should be prioritised over other modes of transport.
4. Co-location of community facilities – The co-location and concentration of retail, community and associated uses to support linked tips should be promoted. A mix of land-uses and activities should be promoted that avoid the uniform zoning of large areas to single uses.
5. Network of multifunctional open space – A network of multifunctional open space should be created across all communities to support a range of activities including sport, recreation and play, plus other landscape features including, SUDS, woodland, wildlife habitats and productive landscapes e.g. allotments, orchards. Facilities for sport, recreation and play should be of an appropriate scale and positioned in prominent locations.
6. High quality streets and spaces – Flexible and durable high quality streets and public spaces should be promoted, employing a high quality durable materials, street furniture and signage.
7. Appropriate infrastructure – Supporting infrastructure to enable sport and physical activity to take place should be provided across all contexts including workplaces, sports facilities and public space, to facilitate all forms of activity.
8. Active buildings – The internal and external layout, design and use of buildings should promote opportunities for physical activity.
9. Management, maintenance, monitoring and evaluation – The management, long-term maintenance and viability of sports facilities and public spaces should be considered in their design interventions.
10. Activity promotion & local champions – Promoting the importance of participation in sport and physical activity as a means of improving health and wellbeing should be supported. Health promotion measures and local champions should be supported to inspire participation in sport and physical activity across neighbourhoods, workplaces and facilities.

How Planners can use Active Design:

2.24 Active Design should be promoted through all planning activity including Local Plans and Neighbourhood Plans, using clear policy support within the NPPF and supporting Planning Guidance. Achieving as many of the Ten Active Design Principles as possible, and where relevant, will optimise opportunities for active and healthy lifestyles.

2.25 Working with local communities and stakeholders, Active Design can be explicitly promoted through Local Plans and Neighbourhood Plans and has an important role to play in Plan Making activity by:

- Contributing to the evidence base for plans;
- The use of the model in planning policy;
- Inspiring and informing planning policies to promote healthy communities;
- Informing the approach to the use of the CIL;
- Assisting in identifying relevant health and physical activity indicators to inform the ongoing monitoring and evaluation of planning policy.

2.26 Planners should also use Active Design in determining Planning applications:

- To assist pre-application discussions;
- To inform the design and layout of development and the description of the design response in Design and Access Statements and other appropriate documentation;
- The Ten Active Design Principles and the Model Planning Policy forms a useful tool for the assessment of planning applications and taking planning decisions.

Active Design policy for Local and Neighbourhood Plans

2.27 The design and master planning of development proposals will embrace the role they can play in supporting healthy lifestyles by facilitating participation in sport and physical activity. To do so they will, as far as in relevant to the specific development proposal, adhere to the Design Principles. Where Design and Access Statements are required to support an application they should explain how the design of the proposal embraces this role and reflects the Active Design Principles. Public Health leads for the local area should be encouraged to work with the planning department to engage at the pre-application stage with applicants as they will be consulted on all relevant applications. The planning authority may use planning conditions and/ or planning obligations where necessary to address issues where developments could but do not embrace this role and do not adhere to the Active Design Principles.

2.28 Planners should also use Active Design, alongside other elements of their Local Plan and evidence base, to promote healthy active environments in the design proposals and engagement of local communities and when engaging with, assessing and determining planning applications through the decision making process.

2.29 Active Design principles can also inform the identification of indicators for monitoring and evaluating the impact of planning policy and decisions. Active Design can help planners engage with health professionals and take into account strategies to improve health and wellbeing, a core planning principle (NPPF). It can also inform Health Impact Assessments to support appropriate planning applications to assess likely health outcomes.

Gear Change (Department for Transport, 2020)

2.30 Gear Change is the government's first national cycling strategy, it introduces the case for increasing the amount of trips that are undertaken by walking and cycling, rather than the private car.

2.31 Increasing cycling and walking can help tackle some of the most challenging issues we face as a society – improving air quality, combatting climate change, improving health and wellbeing, addressing inequalities and tackling congestion on our roads. Bold action will help to create places we want to live and work – with better connected, healthier and more sustainable communities. It will help deliver clean growth, by supporting local businesses, as well as helping ensure prosperity can spread across the country and level up our nation.

2.32 Physical activity, like cycling and walking, can help to prevent and manage over 20 chronic conditions and diseases, including some cancers, heart disease, type 2 diabetes and depression. Physical inactivity is responsible for one in six UK deaths (equal to smoking) and is estimated to cost the UK £7.4 billion annually (including £0.9 billion to the NHS alone).

2.33 The recent COVID-19 restrictions have profoundly impacted the way people live, work and travel as evidenced by the public's desire to be more active, and the rise in popularity of cycling and walking (Sport England, 2020). Now, we can embed those changes in people's travel behaviour, increase active travel, and transform permanently how many people move around, particularly in towns and cities.

2.34 The strategy acknowledges the challenge of achieving lasting behaviour changes and outlines four themes which will focus on enabling walking and cycling to be the preferred way of making short journeys. The four themes are:

Theme 1: Better streets for cycling and people.

2.35 This theme set out the ambition to create thousands of segregated cycle lanes throughout England all to a nationally set, high standard. The government are also committed to creating hundereds of "mini Hollands" or Low Traffic Neighbourhoods and at least one "zero emission city".

Theme 2: Cycling at the heart of decision-making

2.36 This theme sets out how the government will ensure that cycling is included in all decisions in relation to the built environment and transport infrastructure. The government is committed to spending £2bn in the next four years on cycling infrastructure, they will ensure that no scheme which is to be funded by the Department for Transport is allowed without ensuring segregated cycleways. Other measures include an increase in provision for cycles on buses and trains and improved cycle parking in key locations, such as transport hubs.

Theme 3: Empowering and encouraging Local Authorities

2.37 Part of the extra £2bn will be used to increase capacity in Local Authorities to implement new walking and cycling schemes. Local Authorities will also get new powers under the Traffic Management Act 2004 to enforce infringements, rather than the police. A new government agency, Active Travel England, will ensure that high standards in cycling infrastructure are maintained and will ensure that funding for new transport schemes is linked to how Local Authorities implement new walking and cycling infrastructure.

Theme 4: Enabling people to cycle and protecting them when they do

2.38 The government will ensure that anyone who wants training on how to ride a bike, will be able to do so. Additionally, the government will make changes to the Highway Code to ensure that cyclists and pedestrians are given higher priority in the hierarchy of users. The government is also committed to improving the design of lorries so that they able to see cyclists better and are committed to reducing bike theft. Finally, the government will ensure that any local community that wishes to, can trial and then implement a Low Traffic Neighbourhood.

Regional Context

Greater Manchester's Plan for Homes, Jobs and the Environment: - Greater Manchester Spatial Framework Publication Plan (GMCA, Draft for Approval, 2020) - to be replaced by Places for Everyone

2.39 Places for Everyone: A Joint Development Plan Document of Nine Greater Manchester Districts is being jointly prepared, following Stockport's decision to withdraw in late 2020. The nine local Greater Manchester districts agreed that to address strategic matters such as housing need and economic growth as well as issues such as flood risk and strategic infrastructure, it would be best to work on a joint development plan - Places for Everyone. Once Places for Everyone is adopted, all nine Local Plans will be required to be in general conformity with it. As the proposed Places for Everyone evolves, strategic policies can be reflected in draft Local Plans.

2.40 It includes the objectives to:

- Maximise the potential arising from our national and international assets: We will enhance our cultural, heritage and educational assets.
- Promote the sustainable movement of people, goods and information: We will ensure new development is designed to encourage and enable active and sustainable travel.
- Ensure that Greater Manchester is a more resilient and carbon neutral city-region.
- Promote the health and wellbeing of communities.

2.41 For the purposes of this topic paper information on draft policies is as proposed in the GMSF Publication Plan Draft for Approval October 2020.

2.42 Addressing transport issues is sought throughout the draft GMSF (to be replaced by Places for Everyone):

Policy GM-Strat 14 'A Sustainable and Integrated Transport Network'

2.43 States that the transport network will be improved so that half of all daily trips can be made by public transport, cycling and walking, especially those shorter journeys around neighbourhoods.

2.44 An ambitious programme of investment in our transport network will be crucial to ensure more people have access to high quality, high frequency, easy-to use, public transport services, and benefit from healthy and active streets.

2.45 The creation of a much larger, integrated, rapid transit network – incorporating bus, Metrolink, tram/train and rail services – will be supported by policies that focus new development in locations close to existing and proposed public transport connections. Initiatives such as integrated smart ticketing, reform of the bus market, rail re-franchising and a city centre rapid transit tunnel will ensure all new routes function effectively as part of the overall network.

2.46 Higher densities will typically be appropriate in locations with good access to rapid transit connections.

2.47 New development will also have a significant role in delivering Greater Manchester's future sustainable and integrated transport network in order to reduce car dependency and increase levels of walking, cycling and public transport.

Policy GM-N 1 Our Integrated Network

2.48 In order to help deliver an accessible Greater Manchester with world-class connectivity, Greater Manchester's authorities will support a range of measures, including:

1. Delivering a pattern of development that minimises both the need to travel and the distance travelled to jobs and other key services, including healthcare, education, recreation facilities, green space and green infrastructure;
2. Enabling the provision of high quality digital infrastructure;
3. Transforming transport infrastructure and services, and locating and designing development, to deliver a significant increase in the proportion of trips that are made by walking, cycling and public transport;
4. Securing investment in new and improved transport infrastructure that will:

    i. promote social inclusion, support economic growth, and protect our environment;

    ii. meets customer's needs by being integrated, reliable, resilient, safe and secure, well-maintained, environmentally responsible, attractive and healthy; and

    iii. provide access to jobs and other key services, including healthcare, education, recreation facilities, green space and green infrastructure.

5. Ensuring that development and transport investment fully considers the needs of people, and those modes which make most efficient and sustainable use of Greater Manchester's limited road space, by following the Global Street Design Guide hierarchy (highest priority first):

    i. Pedestrians (including those using mobility aids)

    ii. Cyclists, powered two-wheelers, and public transport users

    iii. People doing business or providing services (such as taxis/private hire, deliveries or waste collection)

iv. People in personal motorised vehicles

6. Developing local transport industry skills and education to ensure the right mix of skills is available into the future

Policy GM-N 3 Our Public Transport

2.49 Major improvements to the public transport network are at various stages of development and an ambitions programme for delivering public transport interventions is set out within the 2040 Transport Strategy Delivery Plan, including:

1. Enhanced connections to other major cities, with Greater Manchester at the hub of a high-speed rail connection to London and Northern Powerhouse Rail;
2. Tackle the bottlenecks in Manchester city centre on both light and heavy rail networks to enable improvements to reliability, resilience and capacity across the whole of Greater Manchester;
3. Improved public transport links to the Regional Centre;
4. Improved public transport access to Manchester Airport;
5. Enhanced connections between other key locations, major allocations and public transport interchanges, and the upgrading of key sections of the strategic public transport network;
6. More and higher quality public transport interchanges with better integration of different public transport modes and services; and
7. Improved access to rapid transit routes.

GM-N 4 Streets for All

2.50 Greater Manchester's streets will be designed and managed to make a significant positive contribution to the quality of place and support high levels of walking, cycling and public transport. Targeted improvements to the highway network will be supported through studies and scheme development, where they complement the aim of securing a significant increase in the proportion of trips made by walking, cycling and public transport (as set out in Policy Policy GM-N 5 'Walking and Cycling' and Policy Policy GM-N 3 'Our Public Transport').

2.51 Greater Manchester's authorities will work with Department of Transport, Highways England, Transport for the North and TfGM to ensure:

1. The design and management of Greater Manchester's streets comprises a Street for All approach, including by:

    a. Understanding the 'movement and place function' of streets as the starting point for improvement;
    b. Ensuring that streets are welcoming for all, and respond to the needs of those with reduced mobility;
    c. Delivering new and improved walking and cycling routes as part of the delivery of the "Bee Network";
    d. Maximising the ability of pedestrians and cyclists to navigate easily, safely and without delay, and minimising barriers and obstacles to their movement;
    e. Providing frequent opportunities for people to rest, linger and socialise, and for children to play, particularly in streets with a high 'place function';

f. Setting aside space for cycle parking (including for bike-sharing schemes where appropriate), high-quality public transport waiting areas, and other facilities that will support sustainable modes of travel;
g. Incorporating increased levels of greenery including trees where possible;
h. Offering shelter from wind and rain, and shade from the sun;
i. Delivering priority for public transport and facilities for public transport users;
j. Providing appropriate places and routes for servicing, deliveries and 'drop-off';
k. Mitigating the impacts of air and noise pollution and carbon emissions from road transport;
l. Ensuring the efficient movement of people and goods on streets with a high 'movement function' and;
m. Harnessing new mobility innovations such as traffic signals technology and ULEV charging infrastructure.

2. Improvements to the highways network are part of a multi-modal strategy to increase public transport, cycling and walking and improve access for all;
3. Any new infrastructure minimises the negative effects of vehicle traffic; and
4. New infrastructure includes provision for utilities and digital infrastructure where required

Policy GM-N 5 Walking and Cycling

2.52 A higher proportion of journeys made by walking and cycling will be achieved by:

1. Creating a safe, attractive and integrated walking and cycling network, connecting every neighbourhood and community across Greater Manchester;
2. Ensuring routes are direct, easily navigable and integrated with the public transport network;
3. Creating, where practicable, dedicated separate space for people walking and cycling, with pedestrians and cyclists given priority at junctions;
4. Increasing the capacity of the walking and cycling network in locations where significant growth in the number of short journeys is anticipated and where quality of place improvements are proposed; and
5. Utilising and enhancing green infrastructure to create opportunities for walking and cycling.

Policy GM-N 7 Transport Requirements of New Developments

2.53 During the planning process Greater Manchester's authorities will require new development to be designed to encourage walking, cycling and public transport, to reduce the negative effects of traffic, and improve health.

Streets for All, (TfGM, 2019)

2.54 Streets for All presents a new approach to planning the streets of Greater Manchester. The initiative looks to create streets that better balance the movement of people and goods with the creation of more people-friendly places.

2.55 Streets for All takes clear inspiration from London's renewed focus on streets –approaching streets as places, not just traffic lanes. It takes account of both movement and place functions within streets.

2.56 As a holistic approach, Streets for All moves away from planning for transport modes, and towards putting people first to better shape and manage our streets. This will help us create more sustainable, healthy and resilient places across Greater Manchester; overall leading to an improved quality of life for those who live, work and visit our great city region.

2.57 Streets for All is being developed to establish a common approach to street design that can be used across Greater Manchester to help better plan our streets.

The Greater Manchester Rail Prospectus (Greater Manchester Combined Authority, July 2019)

2.58 The GM Rail Prospectus is a document that sets out the the city region's desire to transform the role that that the rail network in Greater Manchester can play in helping achieve its ambitions for sustainable economic growth, by increasing rail journeys by 100%, and ensuring that 50% of all journeys in Greater Manchester are made by sustainable modes (walking, cycling, bus and Metrolink) by 2040. It notes that National Rail and Metrolink have played a crucial role in supporting economic growth, but can go further. The Plan outlines six items leading up to 2025 for Greater Manchester to focus on, these being:

- Reshape current franchises, so that they are offer a much simpler service for Greater Manchester and its travel-to-work area;
- Integrated fares, in order to create simple, convenient, multi-modal zonal ticketing allowing people to travel seamlessly;
- New and Better Stops and Stations, creating new stops and stations at key growth locations, with rail stations managed by TfGM;
- Deliver Infrastructure Commitments, by deliverying existing infrastructure capacity enhancements;
- Longer Trains and more Trams, increasing the number of double trams on the Metrolink network; and
- Tram-Train Pathfinder, pilot the use of tram-train technology to better connect all rail modes and make best use of the current network.

2.59 From 2025 to 2035, the Prospectus outlines a further six projects for Greater Manchester to deliver, again, in order to support growth and increase sustainable modes of transport, these are:

- GM Rail - To create a Transport for London style controlled local rail service, accountable to local people;
- Rolling Stock Standardisation - Improve reliability and customer experience through the use of a more uniform fleet of trains;
- Expanding Metrolink - expansion of the network, either on new lines or the provision of new stations;
- Metro Services - Introduce high capacity, high frequency rail-based services on key commuter corridors;
- Regional Centre Metro Tunnel - Additional capacity to accommodate future rail demand to and through the Regional Centre; and
- HS2 and NPR Delivery.

Strategic Transport Plan (Transport for the North, January, 2018)

2.60 The Strategic Transport Plan has four objectives:

1. Increase efficiency, reliability and resilience in the transport system;
2. Transform economic performance;
3. Improve access to opportunities across the North; and
4. Promote and support the built and natural environment.

2.61 Investment will be based around seven Strategic Development Corridors;

- West and Wales
- Central Pennines
- Southern Pennines
- North West to Sheffield City Region
- East Coast to Scotland
- Yorkshire to Scotland
- Connecting the Energy Coasts.

2.62 Greater Manchester features in the first four corrridors listed and Oldham is named in a long list of important economic centres in each of these four corridors. Transport for the North (TfN) will be working on three of the corridors in 2018 (Connecting Energy Coasts, West and Wales and Central Pennines). Central Pennines is the most relevant corridor to Oldham.

2.63 The Investment Programme has four main strategic transport interventions:

1. Northern Powerhouse Rail (NPR)

2.64 This will link the six key cities and Manchester Airport in the north by making the best use of existing rail with some new infrastructure (upgraded track and new lines), bringing 1.3 million peoiple within a 60 minute commute of four or more northern cities and 39% of businesses within a 90 minute train journey.

2.65 Proposals relevant to Greater Manchester include:

- A new line connecting Liverpool and the HS2 Manchester spur, serving Warrington and Manchester Airport, which could cut the journey time between Manchester Picadilly from 50 to 28 minutes;
- Capacity at Piccadilly for around eight through services per hour;

- A new line from Manchester to Leeds via Bradford, cutting the Manchester - Leeds journey time from 49 to 30 minutes; and

- Significant upgrades along the corridor of the existing Hope Valley line between Sheffield and Manchester via Stockport.

2.66 Alternative concepts will continue to be assessed between Liverpool - Manchester, Manchester - Sheffield, and Manchester - Leeds.

2. Long term rail strategy

2.67 This builds on the NPR to improve connectivity to other areas. It includes a new freight-only rail route acrosss the central Pennines. Aiminmg to deliver a minimum of two trains per hour on each route where there is demand and minimum average journey speeds of 40mph for local services, 60mph for inter-urban services and 80mph for long distance services.

3. Major Road Network (MRN) for the North and Strategic Road Studies

2.68 TfN proposes a MRN for the North, responsibility for the MRN would remain with local authorities but MRN would link key cities and other attractors e.g. ports. TfN is exploring ways to improve road connections between Greater Manchester and South Yorkshire now that the DfT'S tunnel study has shown that, although technically feasible, the cost of the tunnel is prohibitive. Other road priorities include improvements to the M60 NW quadrant, with the next stage of the study about to be let to further develop the best options.

4. Integrated and Smart Travel

2.69 This involves making it easier to plan for journeys across rail and bus through contactless ticketing, enhanced real-time service information and integrated pricing.

A Greater Manchester Congestion Deal (Greater Manchester Combined Authority and Transport for Greater Manchester, March, 2018)

2.70 The deal is for transport bodies, local authorities, businesses and individuals to work together to tackle congestion across Greater Manchester. The three main themes have been identified to tackle congestion:

- **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.

2.71 The deal sets out actions under seven themes, which Greater Manchester can endeavour to implement now and over the next few years to tackle congestion:

- **A smoother journey** - £400 million 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. Exploration of the viability of a pilot scheme to introduce lanes that give priority to vehicles with mulitiple occupants. Smart motorways.
- **More reliable journeys** - An expanded transport control centre operating 24/7 for an effective and coordinated response to incidents. Tighter control of roadworks. Travel information in advance and real-time.
- **Safer travel for all** - Safer streets and junction designs that reduce the risk of incidents and collisions and give people more confidence to cycle and walk. Training to reinforce responsible behaviour. Claiming down on behaviour that causes congestion such as irresponsible parking. Tackling anti-social behaviour and crime on public transport so that people feel safe to use it.
- **A healthier you** - £160m Mayors Challenge Fund to invest in new cycle lanes and pedestrian friendly measures. Campaigns and initiatives to encourage more cycling and walking and reduc ethe use of the car for short trips. Working with schools to encourage cycling or walking for the school run. Schemes to tackle congestion at air pollution hotspots.
- **A genuine alternative to the car** - £83 for up to 27 new trams with convenient contactless payment, 40,000 more seats on commuter trains, investment in stations and interchanges, and measures to support reliable bus journeys.
- **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. Organisations ordering goods and services differently so that few trips are made at the busiest time.
- **Planning for the future** - spatial planning so that new development is located where it can be accessed by walking, cycling or public transport. Guidance for developers on how they can create attractive and sustainable places to live and work. Engaging with communities and 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.

2.72 The report outlines a number of outcomes that will be delivered over the next 12 months and then within three years. The deal will be reported on and reviewed.

Made to Move (Greater Manchester Combined Authority, December, 2018)

2.73 The goal is:

2.74 "To double and then double again cycling in Greater Manchester and make walking the natural choice for as many short trips as possible. We must do this by putting people first, creating world class streets for walking, building one of the world's best cycle networks, and create a genuine culture of cycling and walking".

2.75 The report outlines 15 steps to help achieve this:

1. Publish a detailed, Greater Manchester-wide walking and cycling infrastructure plan in collaboration with districts in 2018.

2. Establish a ring-fenced, 10 year, £1.5 billion infrastructure fund, starting with a short term GM Mayor's Active Streets Fund to kick-start delivery for walking and cycling. With over 700 miles of main corridors connecting across Greater Manchester, this is the scale of network we need to aim for.

3. Develop a new, total highway design guide and sign up to the Global Street Design Guide.

4. Deliver temporary street improvements to trial new schemes for local communities.

5. Ensure all upcoming public realm and infrastructure investments, alongside all related policy programmes, have walking and cycling integrated at the development stage.

6. Develop a mechanism to capture and share the value of future health benefits derived from changing how we travel.

7. Work with industry to find alternatives to heavy freight and reduce excess lorry and van travel in urban areas.

8. Partner with schools and local authorities to make cycling and walking the first choice for the school run, and take action on traffic and parking around schools.

9. Deliver year on year reductions to the risk per kilometre travelled, by establishing a task force to improve safety on roads and junctions.

10. Call for devolved powers to enforce moving traffic offences, and develop strategies for reducing antisocial driving, through public spaces protection orders.

11. Prioritise investment based on the measurement of people movement, rather than motor-traffic, and integrate with a new street satisfaction index.

12. Ensure local communities are engaged and supported in the development and use of new infrastructure and programmes.

13. Deliver greater levels of public access to bikes across Greater Manchester, working with the private sector to deliver low cost and innovative solutions.

14. Work with local businesses to help shape our new network and achieve a culture-shift on commuting.

15. Launch our own version of a 'Summer Streets' festival, creating low car town and city centres to trial street closures on the network.

2.76 In conclusion there is so much to be gained by changing how we move around the city region. Health, pollution, congestion, public safety and climate change. These are the biggest problems facing our region – and our planet – today. Evidence shows that by changing the way we travel, we can have the single biggest impact on all of these areas and in the process create happier more vibrant place to live.

Greater Manchester Transport Strategy 2040 (Greater Manchester Combined Authority and Transport for Greater Manchester, November 2020)

The vision for 2040 is to have, 'World class connections that support long-term, sustainable economic growth and access to opportunity for all'. The four key elements of the vision are:

- Supporting sustainable economic growth;
- Protecting our environment;
- Improving quality of life for all; and
- Developing an innovative city-region.

There are seven mutually reinforcing principles:

- Integrated;
- Inclusive;
- Healthy;
- Environmentally responsible;
- Reliable;
- Safe and secure; and
- Well maintained and resilient.

The Ambition for 2040 is to deliver a transport system which makes it much easier for residents, business and visitors in Greater Manchester to travel to a wide range of different destinations and opportunities, and where sustainable transport can be a viable and attractive alternative to the car. The priorities and principles, which apply across the whole of the transport strategy, are:

Multi-Modal Highways

- A unified Greater Manchester approach to managing and maintaining the motorways and key roads.
- Using new technologies on motorways and major roads to tackle congestion and support growth.
- Proposals to manage demand on our highways network and reduce vehicle emissions.
- Road safety improvements, with a focus on vulnerable users.
- Carefully targeted bus priority measures on key corridors to improve reliability.
- Balancing the needs of through traffic with the needs of centres and communities.

Public Transport Modes

- High quality, integrated bus system with unified branding.
- A three-phase approach to expanding our rapid transit network:
    - Early expansion of Metrolink, up to the capacity of the city centre network;
    - Medium term development of tram-train and Bus Rapid Transit; and
    - Long term development of tunnelled metro services as demand grows post-HS2.
- Increased rail capacity for passengers and freight Improved transport interchange and passenger waiting facilities.
- Simple and affordable fares and integrated ticketing.
- A more integrated approach to supporting modes such as taxis, coaches and door-to-door transport.
- Development of car clubs and cycle hire schemes.

Walking and Cycling

- A network of routes, linking schools, colleges, employment areas, shopping centres and public transport interchanges, that is segregated wherever possible Improved cycle parking and other cycle facilities at key destinations.
- Introduce 20mph zones, where these have local support, in local areas to make it safer to walk and cycle.
- Develop on-street way-finding infrastructure and signage, supported by digital mapping and journey planning tools to make it easier for people to find their way around on foot and by cycle.

Goods and Servicing

- Improved journey times and reliability for deliveries.
- Reduced environmental impact of logistics.

2.77 The specific transport proposals are set out in relation to five ‘spatial themes’, representing the different types of travel in and around Greater Manchester. They cover proposals for residents, businesses (including movement of goods), and visitors to Greater Manchester. They are:

- A globally connected city;
- City-to-city links;

- Getting into and around the regional centre;
- Travel across the wider city region; and
- Connected neighbourhoods.

2.78 In relation to 'A globally connected city' the ambition is to support growth at Manchester Airport and the Enterprise Zone by: enabling many more people to travel there by public transport; improving the reliability of the highway network; and ensuring that public transport services better meet the needs of airport passengers and employees. Greatly improved public transport and local walk/cycle connections will mean that fewer people will need to drive to work.

2.79 In relation to delivering better 'City-to-city links', the ambition is to support the 'Northern Powerhouse' economy by transforming connectivity between the major cities of the North of England and to the Midlands, London and Scotland. There will be a step-change in the quality, speed and reliability of rail links, allowing travel to Liverpool, Leeds and Sheffield in 30 minutes or less and to London in just over an hour. Motorway journey times will be more reliable. More freight will be moved by rail and water. Transformed infrastructure, smart ticketing and customer information will encourage more trans-northern journeys to be made by public transport.

2.80 In 'Getting into and around the regional centre' the ambition is for fully integrated transport networks that support rapid economic growth: with HS2 and Northern Powerhouse Rail services serving the heart of the city centre and road traffic levels held at or below 2016 volumes. There will be much better public transport, pedestrian and cycle connections between Manchester City Centre and the outer parts of the Regional Centre, and services will support the night time economy. We will create a more liveable Regional Centre by providing high quality and attractive pedestrian and cycle environments and by minimising the negative impacts of traffic on residents.

2.81 For 'Travel across the wider city region', the ambition is that regenerated town centres are easy to get to, particularly by sustainable modes, and pleasant to walk around and spend time in. Journeys between centres, or to other major destinations will be made easier through better and faster orbital links, reduced congestion and accidents, a more reliable bus network, more effective interchange and better connected cycle routes. The significant new development, expected in Greater Manchester through the Greater Manchester Spatial Framework (GMSF), will be accessible by sustainable modes, so that the impact of the extra trips on the road network is reduced.

2.82 In relation to 'Connected neighbourhoods' the ambition is for local neighbourhoods to be safer and more pleasant to walk and cycle around, with the impact of traffic on local roads reduced and a year-on-year reduction in accidents. Active travel will be the natural choice for many short journeys, 10% of which will be made by bike. Easier access to interchanges and to local centres will increase the proportion of journeys made by public transport and encourage people to use local shops and other facilities.

2.83 In addition to the priorities for each of the spatial themes, there are a number of policies that will be applied consistently across the whole transport system to make sure that the Greater Manchester-wide principles and priorities,are at the heart of everything TfGM do. The policies are grouped under the headings:

- Integrated;
- Inclusive;
- Healthy;
- Environmental Responsbilty;
- Reliable;
- Well Maintained and Resilient;
- Safe and Secure;
- Highways;
- Walking and Cycling;
- Public Transport; and
- Goods and Servicing.

2.84 There is then a list of interventions, a section on Funding Mechanisms and a number of indicators for monitoring purposes.

Greater Manchester Moving Strategy (Greater Manchester Combined Authority, 2017)

2.85 The documents sets out the overarching strategy for Greater Manchester. It sets out GM's shared ambition to achieve a major increase in the number of people engaged in physical activity, in line with Sport England's strategy Towards an Active Nation. To achieve this GM will adopt system-wide changes to address health inequalities and build the resilience of local communities. The Greater Manchester Moving plan cements the ambitions of Sport England, Greater Manchester Combined Authority and the Greater Manchester Health and Social Care Partnership, and sets out the approach GM will take together, to bring about a population-level change in people's relationship with physical activity within Greater Manchester.

2.86 In relation to the impact on the built environment It notes that the design and layout of places across Greater Manchester play a vital role in how active people are. In the future, planners, urban designers, developers, transport planners, housing associations and health professionals will help to design and create environments which help people get more active, more often.

2.87 The Strategy sets out a number of Priority Actions which have an impact on the Built Environment, such as:

- Ensure that the Spatial Framework for Greater Manchester supports and enables more active lives, healthier, more resilient places and communities through high quality spatial planning.
- Establish a 'Greater Manchester standard', informed by the ten principles of Active Design and other evidence/best practice, supporting Greater Manchester partners to work through the Greater Manchester Spatial Framework and Local Plans.

- Ensure that master planning for all developments consider Active Design from the start.
- Support a wide-ranging workforce from planners to developers to understand and embed active design principles in their work, showcasing excellent practice, and demonstrating how places designed for active lives are also more appealing and commercially viable.

Greater Manchester Low-Emission Strategy (Greater Manchester Combined Authority, December, 2016)

2.88 The 'Low-Emission Strategy' takes a long-term, integrated approach to carbon emissions and air quality in the period up to 2040.

2.89 The aims of the strategy are to:

- Support the UK Government in meeting all EU thresholds for key pollutants at the earliest date;
- Contribute to reducing Greater Manchester's carbon footprint, in line with the Greater Manchester Climate Change Strategy and Implementation Plan; and
- Reduce air pollution as a contributor to ill-health in Greater Manchester.

2.90 The predicted impact of climate change is well understood: North West England can expect to experience warmer, drier summers impacting on water supply and soil shrinkage/subsidence, and warmer, wetter winters with increased flood risk from rivers and surface runoff. More extreme weather patterns are likely, with more intense rainstorms, heatwaves and droughts.

2.91 There are health impacts of poor air quality, it can contribute to cancer, asthma, stroke and heart disease, diabetes, obesity and changes to linked dementia. Also as a result of climate change, heat-related deaths are forecast to increase steeply in the UK, with the elderly population particularly vulnerable.

2.92 There are also economic impacts of emissions. There is an indirect impact on the economy as a whole: health problems affect the ability to work and contribute to low productivity. The National Air Quality Strategy (DEFRA 2007) stated that poor air quality costs society between £8.5 billion and £20.2 billion a year.

2.93 Air pollution also has wide-ranging environmental impacts, including loss of biodiversity and reduced crop yields.

2.94 Greater Manchester aspires to lead the way in developing a low-carbon economy, and has therefore set an ambitious carbon reduction target in the Greater Manchester Strategy of a 48% reduction of 1990 levels by 2020 (this requires a 41% reduction from 2005 levels). There is also a commitment to improving air quality, with the declaration of an Air Quality Management Area in 2006. Both NO2 and CO2 levels are key performance indicators in the Local Transport Plan.

2.95 The need to achieve very challenging targets for both carbon and NO2 in the context of a growing economy means that a concerted effort, potentially requiring radical actions, is needed by all parties to reduce emissions and influence behaviour.

2.96 Improving air quality can improve health in the short and in the long-term. Better air quality will have particular benefits for people with heart or lung conditions or breathing problems. Reducing emissions will have a positive impact on active travel and improve public spaces, and thus improve quality of life. Reducing emissions will also provide additional benefits by reducing damage to the natural environment.

2.97 In Greater Manchester road transport contributes 65% of emissions of nitrogen oxides and 79% of particulates. It also accounts for 31% of carbon dioxide emissions.

2.98 Greater Manchester is one of a number of major UK conurbations where NO2 limits are exceeded.

2.99 Given the contribution of transport to emissions, it is not surprising that the Air Quality Management Area (AQMA) (areas where NO2 limits are exceeded) reflects the location of the motorways, major roads and urban areas. In terms of the effect on people, this is greatest where high-density residential areas coincide with major highways. Recent modelling showed that the AQMA is reduced in size due to falling NOx emissions, but measurements in some areas, particularly those close to the M60, show that concentrations of NO2 experienced at the roadside have not gone down as expected. This is thought to be largely due to diesel cars having higher emissions 'in the real world' than was anticipated and the fact that there are now more of them on the road.

2.100 NOx emissions are expected to decline sharply in the UK in the period up to 2020, as more Euro VI engines enter fleets. It is expected that:

- Petrol engines will contribute very little to NOx emissions after 2015;
- The performance of diesel cars will only improve slightly over the period; and
- Emissions from HGVs will fall dramatically by 2020, as haulage and logistics companies replace their vehicles every 5–7 years.

2.101 However, this will not be sufficient to meet EU limits. As with other major urban areas in the UK, Greater Manchester is not forecast to comply until 2020 unless additional action is taken.

2.102 There are a large number of potential measures that will have some impact on both carbon emissions and air quality. These are:

Changing travel behaviour

2.103 Encouraging sustainable travel through:

- A major programme to triple the size of the Metrolink network, which is zero-emission at the point of use. Extensions to Oldham/Rochdale, Ashton-under-Lyne, East Didsbury and Manchester Airport are now complete, and a second line across the city centre is nearly complete. The Government has granted TfGM legal powers for an extension of the network to Trafford Park and the intu Trafford Centre.
- A very significant bus priority programme, with Cross–city Bus and the Leigh-Salford-Manchester Busway completed (building on an earlier network of Quality Bus Corridors) and future plans for the Bolton-Manchester corridor.

- New interchanges, with better passenger facilities, in a number of town centres.
- Investment by Network Rail in electrification and the Northern Hub (increase in capacity).
- An extensive cycling programme (through the Local Sustainable Transport Fund and Cycle City Ambition Grant).
- Extensive investment in cycling infrastructure and promotion.
- Travel Choices interventions, focused on the journey to work and school.
- Promotion of the health benefits of walking.

Managing emissions

2.104 Improving network efficiency through:

- Installing Bluetooth sensors to monitor flows on key traffic routes and enable proactive management of traffic lights to smooth flows and give priority to buses
- Introducing a roadworks permit system to reduce congestion
- Air quality assessment of planning applications and highway schemes
- Promotion of good practice in relation to highways, procurement, vehicle fleet operations, taxi licensing etc.
- Building enforcement in Manchester city centre

Greening vehicle fleets

2.105 Reducing pollution from vehicles through:

- Purchase of new low-emission vehicles through bids to Green Bus Fund/Clean Bus Technology Fund;
- Introduction of 200 electric vehicle charging points through 'Plugged in Places'; and
- Specifying emission standards in bus contracts and partnership agreements.

Awareness-raising

- Cleaner vehicles campaigns.
- 'GreatAir Manchester' website.

2.106 A number of measures that will have the biggest impact on emissions have been identified. The priority areas for future investment are:

- Stimulating the uptake of Ultra-Low-Emission Vehicles;
- Reducing Emissions from Heavy Goods Vehicles;
- Reducing Emissions from Buses on Key Urban Corridors;
- Changing Travel Behaviour;
- Investigation of Clean Air Zones;
- New Development; and
- Focus Areas (Manchester City Centre, M60/M62 corridor, Major routes into town centres, Major new development areas).

Greater Manchester Air Quality Action Plan 2016 - 2021 (Greater Manchester Combined Authority, 2016)

2.107 The Air Quality Action Plan aims to bring together a robust and meaningful set of actions and measures that will bring about an improvement in air quality, to benefit the health of the population.

2.108 The key objectives of this Plan are that:

- Air quality across Greater Manchester will improve
- Low-emission behaviours will have become embedded into the culture of our organisations and lifestyles by 2025
- We will support the UK Government in meeting and maintaining all EU thresholds for key air pollutants at the earliest date to reduce ill-health in Greater Manchester

2.109 The legislative framework essentially places the onus on regions such as Greater Manchester to maintain good air quality or improve air quality where required, so as to meet mandatory limits.

2.110 Air quality legislation in the UK is derived from European legislation whereby mandatory limit values must be met for several air pollutants. The two pollutants of most concern for the majority of areas of the UK where air quality is a problem are nitrogen dioxide (NO2) and particulate matter (PM), derived from gasoline. Road vehicles are the predominant sources.

2.111 The air quality problem in Greater Manchester is fairly similar in nature to other urban areas in the UK and Europe.

2.112 Key Priority Areas (KPIs) have been identified, these are generally locations near to major roads and heavily trafficked areas in Manchester City Centre, and other major urban centres across the nine districts, where air quality is poor and where people live. Most of the effort and resources to improve air quality should be focused on these areas.

2.113 KPIs have been defined to help categories improvement actions according to the means by which they could improve air quality, namely:

- Reduce Traffic - for instance by encouraging modal shift from private vehicle use to public transport, cycling and walking.
- Increase Efficiency - of traffic movement by reducing congestion and stop-start travel to achieve a smoother emission profile and overall lower emissions, which may be particularly significant at peak hours.
- Improve Fleet - by incentivising the replacement of older, more polluting vehicles with newer, smaller, cleaner, lower emission vehicles.

2.114 Policies and interventions have been identified around the following broad subjects:

- Development Management and Planning Regulation – including standardisation of regulation and policy across the Greater Manchester (GM) region.
- Freight & Heavy Goods Vehicles – there are several opportunities to reduce emissions associated with the movement of freight and goods by road.
- Buses – buses have a vital role to play in transporting the public and provide opportunities to improve air quality. The Government's Bus Services Bill 2016 aims to support bus patronage and encourage improved vehicle standards. The development of Greater Manchester's future bus strategy will explore how the new legislative powers may be used to support the region's air quality objectives.
- Cycling – existing strategies and initiatives encourage cycling.
- Travel Choices – encouraging the public and business to make sustainable travel choices is essential to realising lasting air quality benefits.
- Cars – measures to reduce emissions from cars and reduce the number of vehicle trips can deliver real improvements.
- Information & Resources – education and the provision of information to the public, business and policy makers are seen as vital to realising air quality improvements.

2.115 The actions to be implemented under each intervention are summarised below:

Development Management and Planning Regulation

- Construction Management Guidance: Greater Manchester (GM) councils to adopt the Institute of Air Quality Management (IAQM) Guidance on the Assessment of Dust from Demolition and Construction sites – to ensure appropriate mitigation controls are conditioned.
- Development Planning Guidance: GM councils to adopt the most recent IAQM air quality planning guidance, to help ensure that planning applications consider impacts consistently, and opportunities to improve air quality are realised.

- Cumulative Development Database: A centralised database of planning applications and air quality assessments will be managed by TfGM, to better understand and manage the cumulative effects of several developments.
- Clean Air Zone Appraisals: TfGM will undertake an appraisal of the effects of charging Clean Air Zones (CAZs).
- 20mph Zones: Review the effects of 20mph zones on air quality.
- Encouraging Travel Planning: TfGM will work with the local authorities to encourage travel planning measures in businesses and individuals to effect a significant modal shift.
- Taxi & Private Hire Licensing: Seek to standardise the minimum emission requirements for taxis.
- Green Infrastructure: Investigate the potential of green infrastructure in improving air quality.

Freight and Heavy Goods Vehicles

- TfGM Delivery and Servicing Plan (DSP) Toolkit: The key priority areas for air quality due to freight emissions will be included in the toolkit, to encourage more efficient practices.
- Urban Distribution Centres: Locations for potential centres will be identified in the Greater Manchester Spatial Framework, using travel planning to ensure that local air quality benefits are realised.
- Urban Consolidation: The GM councils and TfGM will implement a policy to encourage and facilitate consolidation for freight deliveries and waste collection, with air quality being a prime consideration.
- Access for Freight to Key Economic Centres and Sub-regional Freight Facilities: New and existing freight facilities to consider maximising air quality benefits by reducing HGV movements.
- Freight Information Channels: TfGM will identify where mobile, digital and live information channels can be used to improve the efficiency of freight transport by providing accurate and up-to-date information to operators and drivers.
- Diesel Transport Refrigeration Units (TRUs): TfGM will look at the alternatives to Diesel Transport Refrigeration Units (TRUs) to ultimately achieve and promote zero-emission transport refrigeration.
- Engine Idling: TfGM will promote anti-idling policies with freight transport companies and more widely.
- Alternative Fuels: Investigate the potential of alternative fuels and carry out trials using different vehicle types.

Buses

- Bus Priority Programmes: TfGM to ensure that new bus priority programmes are conceived with air quality considerations prioritised.
- Bus Improvements: Identify opportunities to retrofit vehicles, when appropriate.
- Hybrid Bus Improvements: Includes several actions to maximise the benefits of hybrid buses.
- Trial of Low-Emission Vehicles: Identify opportunities for trial of a range-extender bus or other Ultra-Low-Emission Vehicles.

Cycling

- Cycle Programmes: Improve the cycle infrastructure and provide practical support to reduce vehicle movements in the Key Priority Areas.
- Public Cycle Hire: Explore the feasibility of public cycle hire facilities.
- Cycle Logistics: Encourage and promote a logistics programme to use cycle or electrically-assisted cycles for short distance deliveries and distribution in urban centres.
- 2040: Undertake further work to better understand the more innovative options available to further promote cycling and walking, and to set out a clear delivery plan in line with the 2040 transport strategy.

Travel Choices

- Car Clubs: Appraise the effects of the car clubs that are already in operation, with consideration to new clubs; and a requirement to operate a high proportion of Electric Vehicles (EVs).
- Dynamic Road Network Efficiency and Travel Information System: Travel information systems will be used to promote alternative travel choices and to warn people vulnerable to high pollution to make appropriate choices.

Cars

- Plugged-in Places EV Charging Network: Continue to increase the number of EV charging points.
- Car Use Allowance: Work with local authorities to review car business mileage allowances and sustainable travel.

- Local Authority Parking Charges: Work with local authorities to review the introduction of parking charges at local authority offices to discourage non-low emissions private car use in favour of public transport.

- School Travel: TfGM will appraise opportunities to reduce air quality impacts from school car travel.

Information and Resources

- Website and Online Resources: The GreatAir Manchester website will help to raise awareness and educate.

- Online Route Finding: Major providers of online mapping and travel information will be contacted to ensure that the best available online data is being used and updated frequently in order to promote alternative travel choices.

- Pollution Alert: Email/text alert service to warn about pollution events and promote alternative travel choices.

- Health Effects of Air Pollution within Greater Manchester. Work will be undertaken with partners to determine the health effects of air quality across the whole of the Greater Manchester region.

- Contingency Response Plan: to be prepared with Greater Manchester Resilience Forum (GMRF) to ensure adequate procedures are in place to cope in the event of high pollution episodes.

- TfGM Air Quality Team: TfGM will provide staff resource to support partners in implementing this Plan and to provide support for key local authority roles.

- Air Quality Monitoring Database: to be maintained to ensure that air quality information is collated and can be used.

- Traffic Data: Better data required to understand the composition of the vehicle fleet and better understand the air quality problem and better monitor the effects of this Plan in the future.

- Awareness-Raising: Raising awareness with communities, workplaces and schools, plan air quality action days, and provide guidance regarding the role they can play in improving air quality.

Greater Manchester Moving (Greater Manchester Combined Authority, June, 2015)

2.116 The key outcomes of Greater Manchester Moving are to:

- Increase levels of participation in physical activity and sport and reduce levels of inactivity leading to:

    - Improved health and well-being for residents;

- Greater resilience for residents and our communities; and
- Improved economic outcomes for individuals and Greater Manchester.

- Increase active travel mode share, leading to:
  - Reduced congestion;
  - Increased walking and cycling;
  - Improved environment;
  - Improved health and wellbeing; and
  - Improved air quality.

- Increase economic output of the sport and physical activity sector, leading to:
- - Increased economic growth;
  - Raised productivity of residents and businesses;
  - Skills development; and
  - Increased volunteering and community capacity

2.117 There are ten strategic priorities:

1. Increase the number of people walking and running;
2. Increase the number of people cycling;
3. Create more active and sustainable environments and communities through the Greater Manchester Spatial Plan;
4. Create a transport sytem that promotes an active life;
5. Reduce social isolation and social economic inactivity through physical activity and sport;
6. Deliver a vibrant and growing physical activity and sports sector and contribute to economic growth;
7. Develop an informed and skilled paid and volunteer workforce;
8. Coordinate and deliver a clear social marketing and communications plan to support Greater Manchester Moving;

9. Promote physical literacy in the early years, at school and at home; and

10. Maximise the NHS contribution to develop a more active Greater Manchester.

Local Context

The Corporate Plan, (Oldham Council, 2017)

2.118 Oldham's current Corporate Plan expires in December 2020. Work to refresh Oldham's Corporate Plan was due to be completed by summer 2020, however, the impact of the Covid-19 pandemic meant that this was no longer viable. Instead, we are in the process of developing our Covid-19 Recovery Strategy which will act as an interim Corporate Plan until at least 2022.

Covid-19 Recovery Strategy

2.119 As a Co-operative Council, Oldham is committed to tackling the impact of COVID-19, protecting our most vulnerable residents and communities. The steps we are taking to tackle the pandemic and the subsequent recovery planning, aim to support people, especially those groups who are often most impacted.

2.120 Building on the learning so far and the anticipated events to come, we are developing a comprehensive Recovery Strategy, which will help shape our approach and vision for Oldham over the next eighteen months. We do this whilst we continue to respond to an ongoing critical incident where we are focused each day on saving the lives of Oldham's residents.

2.121 Our objectives and approach to our Recovery Strategy are rooted in the Oldham Model, ensuring as we adapt to a changing world that we build Thriving Communities, an Inclusive Economy and work Co-operatively with each other. Our key objectives are:

- To continue to lead and support measures that manage demand on NHS services, particularly focusing on ensuring that that those who are seriously unwell, through COVID-19 or other conditions, get the very best care.
- To prioritise delivery of health, care services and other public services, including voluntary sector provision, to those who are most vulnerable or in need.
- To implement measures, prior to and during a phased release of any local / national lockdown and beyond that prevent the spread of COVID-19 within health and care settings, places of work and in the community.
- To maintain delivery of all essential public services, providing modern, accountable services, shaped around the needs of Oldham's communities.
- To encourage the residents of Oldham to adopt health seeking behaviours, accessing health and care services when they need them and taking steps in their own lives to promote physical and mental well-being.
- To continue creating good jobs for our residents, while supporting local businesses to restart and recover from the effects of the pandemic.
- To identify and mitigate the equality impacts caused by the pandemic, informing our recovery planning through lived experience.
- To maintain and build community resilience and promote social cohesion.
- To maintain the trust and confidence of the community in the effectiveness of our multi agency response and to provide as much reassurance as possible.

Creating a Better Place (Oldham Council, January 2020)

2.122 Creating a Better Place focuses on building more homes for our residents, creating new jobs through town centre regeneration, and ensuring Oldham is a great place to visit with lots of family friendly and accessible places to go.

2.123 This approach has the potential to deliver around 2,500 new homes in the town centre designed for a range of different budgets and needs, 1,000 new jobs and 100 new opportunities for apprenticeships, and is in alignment with council priorities to be the greenest borough.

2.124 The report notes that quality of place is paramount to thriving communities. Quality design and attention to public realm are critical to Oldham's success as a place where people feel they belong, an exciting place where people can live, work and spend time.

2.125 Oldham hopes to create a better place by building quality homes, opportunities to grow local business and create jobs, by ensuring Oldham is the greenest borough and by embedding sustainability. The built environment links into all of these work streams.

Joint Core Strategy and Development Management Policies DPD 'Joint DPD' (November, 2011)

2.126 The current Local Plan in Oldham was adopted in November 2011. The Vision includes:

2.127 'Oldham will have an integrated public transport system, including the Metrolink extension, with good connectivity. We will reduce the need to travel and promote accessibility and sustainable transport choices such as walking, cycling and use of public transport rather than people relying on the car. We will have a well established network of cycle routes'.

2.128 There are two policies within the 'Joint DPD' that are explicitly related to transport:

- Policy 5 Promoting Accessibility and Sustainable Transport Choices; and
- Policy 17 Gateways and Corridors.

2.129 Policy 5 is concerned with guiding development to the most accessible locations, and promoting and encouraging the use of public transport, Metrolink, walking and cycling. It sets out the public transport accessibility required for major and minor developments.

2.130 Policy 17 states that development will be guided to the most accessible locations, and promote and encourage use of public transport, Metrolink, walking and cycling. It goes on to say that all development, particularly that which is likely to generate a large number of journeys, must be accessible by a choice of transport modes and must not impede the strategic and local road networks or compromise pedestrian or highway safety. It stated that the council will continue to safeguard, or identify, land for the following future transport infrastructure proposals:

- re-opening of the remaining Standedge Tunnels and development of track between Diggle and Marsden;
- proposed Diggle rail station;

- extension of the Lees New Road; and
- proposed Shaw and Crompton Park and Ride.

Oldham and Rochdale Urban Design Guide Supplementary Planning Document, (Tibbalds Planning & Urban Design, Oldham & Rochdale Housing Market Renewal Pathfinder, 2007)

2.131 The Urban Design Guide Supplementary Planning Document (SPD) has been jointly prepared by Rochdale and Oldham to support the development plans and provide a basis for achieving high standards and good quality design throughout the borough. It expands on local planning policies and sets design principles for development.

2.132 The Urban Design Principles set out within the Guide are:

- Character - Enhancing identity and sense of place. Development must respond to its context and contribute to a distinctive sense of place.
- Safety and inclusion - Ensuring places are safe, secure and welcoming for all.
- Development must positively contribute to making places accessible, safe and must minimise opportunities for crime and disorder.
- Diversity - Providing variety and choice. Development must incorporate a mix of uses, provide for the needs of all sections of society and add richness to the social and cultural diversity of the local area.
- Ease of movement - Ensuring places are easy to get to and move through. Development must provide clear networks of routes to an area, be located to support non-car travel between people and facilities and give priority to pedestrians and encourage a reduction in reliance on the car.
- Legibility - Ensuring places can be easily understood. Development should contribute to a clear, legible environment that has a clear hierarchy of routes, spaces and functions. It should also relate positively to the visual connections between it and its surroundings.
- Adaptability - Anticipating the need for change. Development proposals and layouts should be adaptable for the changing and future needs of society.
- Sustainability - Minimise the impact on our environment. Development proposals must incorporate measures for reducing energy demands, conserving water resources and flood prevention, make provision for sustainable management of waste and make a positive contribution to supporting bio-diversity and greenery.
- Designing for future maintenance - Designing buildings and spaces so that their quality can be effectively maintained over time.
- Good streets and spaces - Creating places with attractive outdoor spaces. Development must make a positive contribution to streets and public spaces in the wider townscape, foster social interaction and support an attractive pedestrian friendly environment.
- Well designed buildings - Constructing sustainable buildings appropriate to their function and context.

3 EVIDENCE BASE

Greater Manchester Spatial Framework Transport Study, Part 1: Understanding the Issue (Greater Manchester Combined Authority and Transport for Greater Manchester, 8 March 2018)

3.1 This report presents the outcomes of the first part of the on-going work to prepare the transport evidence base for the GMSF (now Places for Everyone). Its main purpose is to summarise the critical transport challenges for Greater Manchester, which have been identified in the context of the planned housing and employment growth in the City Region. It also identifies, in broad terms, the transport interventions that are likely to be required to address these issues. It is principally it is a qualitative piece of work, setting out the strategic transport issues and opportunities prior to a more detailed quantitative analysis and appraisal to follow in Part 2 of the study.

3.2 The critical transport issues for Greater Manchester have been established through a collaborative process, involving all ten Greater Manchester districts as well as other key stakeholders.

3.3 The critical transport challenges identified include:

- A radical transformation of sustainable transport capacity and connectivity into and across the Regional Centre.
- Creating sustainable new communities and employment locations, and build on the strengths of existing urban centres and public transport connections.
- Reducing the reliance of the car for movements across the wider city region, including orbital connections between town centres.
- Ensuring that pan-Northern transport interventions for city-to-city trips are fully integrated with local networks.
- Investing in local neighbourhoods to make walking and cycling the natural choice for short journeys, to stimulate town centre and neighbourhood renewal.
- Maximising the efficiency and reliability of Greater Manchester's existing transport networks.
- Strengthening the role of Manchester Airport as the international gateway to the North of England.
- Exploiting new opportunities for the sustainable movement of freight.
- Being prepared for future innovations in technology and travel behaviour, whilst recognising short-term uncertainty.

Next Steps

3.4 Part 2 of the GMSF Transport Study is set to continue and will include:

- Modelling the impacts of the new GMSF development on the city regions's transport networks.
- Further development and assessment of transport interventions across the region, adding greater detail to the 'broad interventions' presented in the report.
- Developing a compelling and deliverable understanding of what Greater Manchester's transport system will look like in the future.
- Continuing to make progress on the concept planning / masterplanning of the key growth locations that will be included in the GMSF.

Local Traffic and Transport Statistics

3.5 Below is a broad profile of Oldham's profile in terms of transport.

3.6 Oldham has 822km of road, broken down into:

- 8km of motorway;
- 99km of A road;
- 31km of B road; and
- 685km of C and unclassified road.

Traffic Flows

3.7 The Greater Manchester Transportation Unit (GMTU) monitor Average Daily Vehicle Flow within Oldham and Greater Manchester. The figures for 2016 were:

Table 1 Average Daily Vehicle Flow

Road Classification	Oldham	Greater Manchester
Average Daily Vehicle Flow per km on motorways	92,900	95,100
Average Daily Vehicle Flow per km on A Roads	13,000	18,000
Average Daily Vehicle Flow per km on B roads	9,500	10,600

3.8 Table 1 shows that vehicle flows on Oldham's road are, on average, lower than across Greater Manchester.

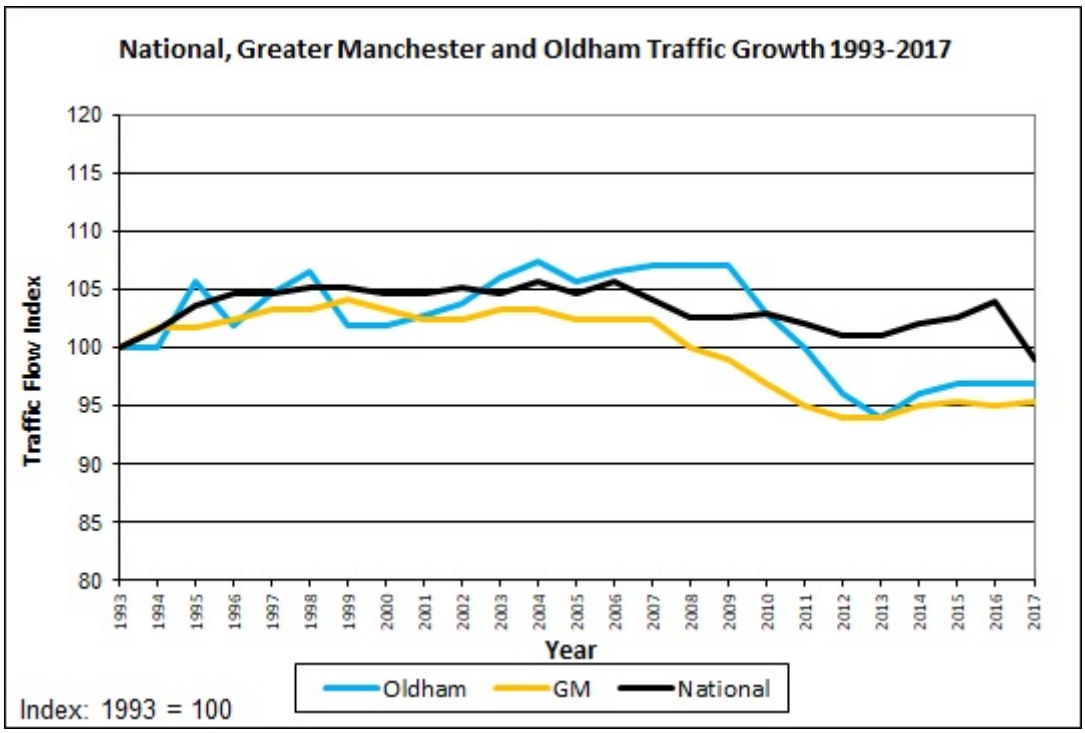
3.9 Table 2 below illustrates the local and national traffic growth between 1993 and 2016. Oldham and Greater Manchester figures are based on 12-hour average weekday flows on a sample of A and B Road links throughout Greater Manchester. 1993-2016 National Data are based on average 24-hour daily traffic flow data for urban A Roads published in Table TRA0301 Road Traffic Estimates 2016 (DfT).

3.10 This table and the graph below show that in overall terms there has been a decline in traffic in Oldham and Greater Manchester compared to an increase nationally.

Table 2 Traffic Growth in Oldham, Greater Manchester and Nationally 1993-2016

Year	Oldham	GM	National
1993	100	100	100
1994	100	102	102
1995	106	102	104
1996	102	102	105

Year	Oldham	GM	National
1997	105	103	105
1998	107	103	105
1999	102	104	105
2000	102	103	105
2001	103	102	105
2002	104	102	105
2003	106	103	105
2004	107	103	106
2005	106	102	105
2006	107	102	106
2007	107	102	104
2008	107	100	103
2009	107	99	103
2010	103	97	103
2011	100	95	102
2012	96	94	101
2013	94	94	101
2014	96	95	102
2015	97	95	103
2016	97	95	103
2017	97	95	99



3.11 In 2016, the busiest stretch of motorway in Oldham was on the M60 between junctions 22 and 23, with a 24 hour motor flow of 123,800. In terms of A roads, Oldham Way (A62) was the busiest with motor flows of 58,300.

Traffic Composition

3.12 The table below shows the percentage composition of traffic in Oldham in 2016 compared to Greater Manchester as a whole.

Table 3 Summary Road Traffic - Composition 2017

	Oldham	GM
Motorways		
% Cars	76.7	75.1
% LGV	17.0	16.2
% OGV	5.8	8.2
A Roads		
% Cars	81.4	81.3
% LGV	13.3	13.2
% OGV	3.2	8.2
B Roads		
% Cars	79.0	82.6
% LGV	15.0	11.8

	Oldham	GM
% OGV	3.8	1.8
Minor Roads		
% Cars	82.5	83.6
% LGV	13.6	11.8
% OGV	1.8	1.4

3.13 This table shows that in 2017, the composition of vehicles travelling on Oldham's roads and motorways was broadly similar to that seen within Greater Manchester. Cars play a significant role in transporting people across and through Oldham: 76.7% of the traffic on motorways; and 81.4% of the traffic on A roads. The proportion of cars on the roads is either the same or slightly lower than the Greater Manchester average.

Traffic Congestion

3.14 The tables below show respectively the average journey time rates and speeds for A and B roads in Oldham from 2004/05 and includes a comparison with Greater Manchester for 2015/16.

Table 4 Oldham and Greater Manchester Average Journey Time Rates (Mins / Mile)

Oldham						
Year	0700 - 1000	0800 - 0900	1000 - 1600	1700 - 1800	1600 - 1900	0700 - 1900
2004/05	2.87	3.13	2.81	3.14	2.92	2.87
2005/06	2.81	3.06	2.77	3.02	2.87	2.82
2006/07	2.84	3.09	2.78	3.01	2.88	2.84
2007/08	2.89	3.17	2.79	3.05	2.96	2.87
2008/09	2.89	3.14	2.85	3.08	2.98	2.90
2009/10	2.93	3.19	2.83	3.01	3.14	2.91
2010/11	2.97	3.25	2.88	3.28	3.15	2.98
2011/12	2.86	3.12	2.80	3.03	3.05	2.87
2012/13	2.93	3.17	2.88	3.18	3.07	2.94
2013/14	2.95	3.23	2.85	3.18	3.06	2.93
2014/15	3.03	3.35	2.93	3.32	3.21	3.02
2015/16	3.02	3.33	2.96	3.38	3.24	3.04
2017	3.09	3.44	3.01	3.46	3.32	3.11
Greater						

Oldham						
2017	3.65	4.14	3.32	4.25	3.97	3.56

Table 5 Oldham and Greater Manchester Average Speeds (MPH)

Oldham						
Year	0700 - 1000	0800 - 0900	1000 - 1600	1700 - 1800	1600 - 1900	0700 - 1900
2004/05	21	19	21	19	21	21
2005/06	21	20	22	20	21	21
2006/07	21	19	22	20	21	21
2007/08	21	19	22	20	20	21
2008/09	21	19	21	19	20	21
2009/10	20	19	21	20	19	21
2010/11	20	18	21	18	19	20
2012/13	20	19	21	19	20	20
2013/14	20	19	21	19	20	20
2014/15	20	18	20	18	19	20
2015/16	20	18	20	18	19	20
2017	19	17	20	17	18	19
Greater Manchester						
2017	16	14	18	14	15	17

3.15 These show that between 2004/05 and 2017, there has been a moderate increase in average journey times and a slight decrease in average speeds on Oldham's A and B roads across all periods. However, on average, journey times are less and speeds are quicker than on Greater Manchester's roads.

3.16 Pollution from road traffic is the most significant cause of poor air quality in Greater Manchester. The two pollutants of the most concern are nitrogen dioxide and particulates less than 10 microns. Nitrogen dioxide is exceeded in Greater Manchester at roadside locations and in busy town centres. In Oldham this includes sections of the A62, A627, A663 and the M60.

Public Transport

3.17 Oldham has a comprehensive network of public transport services which links to local destinations and further afield to other boroughs. Metrolink operates from Rochdale, through to Oldham town centre into Manchester City Centre where the network links

to Bury, Media City, Manchester Airport, Tameside, Eccles, Altrincham and East Didsbury. Park and Ride facilities within Oldham are located at Shaw, Derker, Mumps and Hollinwood. There are also Cycle Hubs at Mumps and Hollinwood.

Metrolink

3.18 The Oldham Metrolink system opened as far as Mumps in June 2012, Shaw & Crompton in December 2012 and Rochdale Railway Station in February 2013. It has become an important commuting asset. In January 2018, a daily average of 3,003 people boarded Manchester bound Metrolink services on the Oldham and Rochdale line during the morning peak (7.30am - 9.30am). This is a 90% increase since 2013 and a 37% increase since 2015.

3.19 Of those, 1,602 people boarded at stations within the borough (Shaw and Crompton, Derker, Oldham Mumps, Oldham Central, Oldham King Street, Westwood, Freehold, South Chadderton, Hollinwood and Failsworth). With 295 boarders, Shaw and Crompton sees the highest use on the Oldham to Manchester line in terms of boarding Manchester-bound services during the morning peak.

3.20 1,248 people alight the Metrolink at stations within Oldham (both Manchester and Rochdale bound) during the morning peak period with the majority (284) alighting at Oldham Central. The next highest is Oldham King Street with 263 people alighting during the morning peak.

Buses

3.21 Bus services in Oldham comprise of local routes from the town centres to sub-urban housing areas and rural communities, to bus services linking Oldham with Rochdale, Tameside, Manchester and Kirklees.

3.22 The core public transport network is complemented by 'Ring and Ride' and Local Link services which provide door-to-door accessible minibus service for people of all ages who find it difficult to use ordinary public transport or where public transport services are limited.

3.23 Buses are the most commonly used form of public transport in Oldham and therefore have a key role to play in securing modal shift away from the car. In 2017, the morning peak (07.30 - 09.30) sees 2,337 trips into Oldham Town Centre (note, that due to the unreliability of the data collected for 2017 figures, this figure is based upon the 2016 figures). Bus lanes are located along key stretches of major throughroutes in Oldham in order to reduce bus journey times and ensure that bus services provide a real alternative to car use. Bus lanes are currently located at:

- Ashton Road - Oldham
- Lees Road - Oldham
- King Street - Oldham
- Market Street - Shaw
- Oldham Road - Failsworth

- Oldham Road - Royton
- Rochdale Road - Oldham (north bound)
- Saint Mary's Way - Oldham
- Bottom O' Th' Moor - Oldham
- Rochdale Road - Oldham (south bound)

Park and Ride

3.24 There are currently four Metrolink Park and Ride facilities within the borough:

- Derker - capacity 251;
- Hollinwood- capacity 190;
- Oldham Mumps - capacity 270; and
- Shaw and Crompton - capacity 90.

Car Parking

3.25 Car parking is a key consideration for people who travel by car. The provision of council-owned car parking is set out in the table below.

Table 6 Council Car Parks

Location	Car Parks	Spaces	Disabled	Total
Oldham Town Centre	10	1,209	70	1,279
Chadderton	8	406	1	407
Crompton	13	360	32	392
Failsworth	4	79	0	79
Lees	5	68	0	68
Royton	6	295	12	307
Saddleworth	11	294	11	305
Shaw	5	209	4	213
Rest of Oldham	11	311	4	315
Total	73	3,231	134	3,365

3.26 There are currently 73 council controlled car parks in the borough with spaces for 3,365 cars (including 134 disabled places). These car parks are complemented by a number of private car parks located on Bloom Street, King Street and the Spindles Shopping Centre.

4 CONSULTATION

4.1 To begin preparation of the Local Plan the council carried out a 'Regulation 18' notification between July and August 2017.

4.2 To inform this work we asked what the local community and stakeholders thought:

a. the Local Plan should contain and what the key planning issues are for Oldham; and
b. what, in broad terms, should be the main aims of the Local Plan.

4.3 In addition we published our Integrated Assessment Scoping Report and invited the Environment Agency, Historic England and Natural England to comment on the scope of the Local Plan. This was also available for the local community and stakeholders to view and comment on if they wished.

4.4 The main comments regarding transport that came from the consultation are set out below.

Thematic comments

- Comments received included that the Local Plan should:
- Discourage the building of more and faster roads, except where necessary;
- Support the growth of shared or public transport through enabling car parking adjacent to public transport connections or development or car sharing clubs, especially as part of high density developments;
- Foster the maintenance of existing roads;
- Encourage greater local production and consumption;
- Make cycling safer through providing cycle paths along significant commuting routes, separated from vehicle traffic by at least a significant kerb and provide cycle routes to schools;
- Focus development in accessible locations with facilities within walking distance;
- Support investment in Metrolink;
- Aim to keep Oldham accessible throughout the year and ensure it is a place to live by choice;
- Provide for better health and education services and facilitate the improvement of transport, flood mitigation, sewerage and digital infrastructure;
- Only build new roads as a last resort and must consider wider impact on transport systems;
- Invest in segregated walking and cycling routes with adequate cycle security provision linking to public transport hubs;
- Improve evening and weekend provision of transport;
- Existing transport infrastructure should be improved, particularly links to Manchester;
- Increased provision of transport infrastructure;
- Develop better integrated transport systems, supporting greater use of public transport;
- Develop quality cycle routes and encourage the uptake of cycling;
- Reduce air pollution from traffic and improve air quality;
- Balance the need for housing and transport infrastructure with the need to build healthy communities with accessible and peaceful open spaces;

- Improve public transport to reduce the number of cars on the road and as a way to combat climate change;
- In relation to housing and development Oldham should build on the strengths it has including good transport links with the tram and to the M60 and M62;
- Support the investigation and development of initiatives to contain and reduce the number and speed of car journeys within Saddleworth and also to reduce air and noise pollution. This should include supporting initiatives such as:
    - encouraging cycle use;
    - considering shared space areas and resident only access to certain vulnerable areas;
    - reducing speed limits and monitoring against this; and
    - encouraging the use of electric cars by introducing communal charging points.
- Recognise the canal network as a specific, multi-functional form of infrastructure, and acknowledge the Canal and River Trust as a key partner in this respect;
- Clearly state that appropriate developer contributions towards improving the condition of the towpath or other waterway infrastructure will be sought where developments result in significant increases in the use of the tow path;
- Recognise that the canal and towpath network in Oldham provides a sustainable transport link for pedestrians and cyclists and a locally accessible leisure and recreational resource. The network has the potential to make a positive contribution towards achieving sustainable economic growth and creating sustainable communities, in addition to encouraging pedestrian and cycle use for commuting and for leisure and recreation;
- Improve the parks in the borough and consider ways to join them up by "green pathways/ routes";
- Support small businesses, providing parking and improving local transport so that residents can shop locally providing development opportunities for the high tech industries of the future and link these to other centres/ transport nodes by walking routes etc.;
- Ensure that local transport is accessible, available and affordable;
- Support electromagnetic inductive roads – In 2040 the ban on petrol cars will come into force, Oldham could be innovative in this regard and explore fitting electrical field generators beneath the roads as they are naturally resurfaced. This would offer a huge economic advantage; and
- Ensure that new housing and businesses premises provide electric vehicle charging points.

Spatial comments

- Beal Valley (OA11) - The roads are not wide enough around Beal Valley; are congested; land and bride over the tram line are unsuitable for heavy vehicles; there are existing safety issues for walkers; cars drive dangerously; and there is no public transport in place;
- Thornley Brook should remain as OPOL 12. The development would cause urban sprawl and the size and location of development is inappropriate. Impact on the

environment, health and wellbeing, the local transport infrastructure and flooding. The proposed link road at Springhead is not the answer and could prove costly as well as raising safety concerns and further congestion;

- Should support initiatives such as developing public transport - eg Diggle Station; connections from villages to fit train times;
- Ease congestion in Saddleworth through improvements to public transport;
- Promote the rail line through Saddleworth being electrified; and
- Future housing should be allocated around major road and tram stations, not in Saddleworth which cannot cope.

General Comments

- The amount of cars on the road seems unmanageable. This obviously has an effect on the road surface which is often ineffectively patched.
- Travelling on a bus is not enjoyable. The volume of traffic travelling to Manchester is dreadful. Cycle lanes are minimal and some are dangerous.
- Public transport is too costly. The tram system is good but expensive with anti social behaviour. Buses get stuck in long lines of traffic, are unpleasant to use and the drivers are not customer focused.
- Money should be invested in repairing the roads.

5 FUTURE EVIDENCE REQUIRED

5.1 Planning Practice Guidance: Transport evidence base in plan making and decision taking sets out what key issues should be considered in developing the transport evidence base to support the Local Plan. It states:

5.2 The key issues, which should be considered in developing a transport evidence base, include the need to:

- assess the existing situation and likely generation of trips over time by all modes and the impact on the locality in economic, social and environmental terms;
- assess the opportunities to support a pattern of development that, where reasonable to do so, facilitates the use of sustainable modes of transport;
- highlight and promote opportunities to reduce the need for travel where appropriate;
- identify opportunities to prioritise the use of alternative modes in both existing and new development locations if appropriate;
- consider the cumulative impacts of existing and proposed development on transport networks;
- assess the quality and capacity of transport infrastructure and its ability to meet forecast demands; and
- identify the short, medium and long-term transport proposals across all modes.

5.3 The outcome could include assessing where alternative allocations or mitigation measures would improve the sustainability, viability and deliverability of proposed land allocations (including individual sites) provided these are compliant with national policy as a whole.

5.4 The PPG goes on to list the key aspects that should be addressed in the transport assessment of a Local Plan. It states the list is not exhaustive, and there may be additional issues that are important to consider locally.

- all current transport issues as they affect all modes and freight covering, for example, accessibility, congestion, mobility, safety, pollution, affordability, carbon reduction across the whole Plan area and, within relevant areas of the Plan, including existing settlements and proposed land allocations;
- the potential options to address the issues identified and any gaps in the networks in the short, medium and longer term covering, for example, accessibility, congestion, mobility, safety, pollution, carbon reduction;
- the locations of proposed land allocations and areas/corridors of development and potential options for the provision of sustainable transport and transport networks to serve them;
- solutions to support a pattern of development that, where reasonable to do so, facilitates the use of sustainable modes of transport;
- the scope and options for maximising travel planning and behavioural change; and
- accessibility of transport nodes such as rail/bus stations to facilitate integrated solutions.

5.5 The transport assessment should be produced at a Local Plan level in partnership with all relevant transport and planning authorities, transport providers and key stakeholders, for example, the Local Economic Partnership. It may be appropriate for the transport assessment to cover an area wider than the Local Plan at least initially given the size of some travel to work areas (this would be similar to the Strategic Housing Market Assessment). This process should help to identify any potential measures that may be required to mitigate negative impacts.

6 KEY ISSUES

6.1 The key issues regarding Oldham's transport are:

- Pollution from road traffic is the most significant cause of poor air quality, with sections of the A62, A627, A663 and the M60 the worst affected in the borough. There is a need therefore to reduce the impact that traffic has on air quality in the borough.
- There is a need to reduce the reliance on the car.
- Walking and cycling infrastructure needs to be improved and integrated into new developments so that it becomes the natural choice for short journeys.
- There is a need to introduce Low Traffic/Filtered Neighbourhoods in order to ensure that active modes of transport are the preferred way of moving about in the existing areas of Oldham.
- The need to ensure that the infrastructure is in place to help develop a high quality electric vehicle charging network, both at home and at work.
- There is a need to ensure that jobs and opportunities in the wider city region are accessible to our residents by a public transport network that is reliable, efficient and cost effective.
- New development should be focused in accessible locations, with incentives for new residents to utilise public transport from the first day of moving in.

7 PLAN OBJECTIVES

7.1 To promote Oldham as a key economic contributor to Greater Manchester, providing a place where business can thrive, and people want to live, visit and work by:

- ensuring access to employment and leisure opportunities for all

7.2 To protect and enhance the environment by:

- reducing the need to travel and promoting accessibility and sustainable transport choices such as walking, cycling and use of public transport rather than people relying on the car

To promote Oldham as a thriving place, with inclusive, supported communities; clean, green and attractive neighbourhoods; and a healthy, educated and skilled population by:

- ensuring new development is located in areas with access to local services; and
- ensuring new developments are located and designed in such a way to make cycling and walking the natural choice for shorter journeys.

8 INTEGRATED ASSESSMENT

8.1 The Local Plan will be supported by an Integrated Assessment (IA). The IA will include the Sustainability Appraisal (SA) / Strategic Environmental Assessment (SEA), Equalities Impact Assessment (EqIA) and a Health Impact Assessment (HIA). The Habitats Regulations Assessment (HRA) will be a standalone document; however its findings will be integrated into the IA.

8.2 The role of an IA is to promote sustainable development through assessing the emerging Local Plan against economic, environmental and social objectives. It is a way of ensuring that the preferred approach in the Plan is the most appropriate when assessed against any reasonable alternatives. It also allows for any potential adverse effects to be identified and mitigated and for improvements to environmental, social and economic conditions to be made.

8.3 The Scoping Report is the first stage of the IA process (Stage A). It identifies the scope and level of detail to be included in the IA report. The IA identified the following issues to be addressed in the Local Plan in relation to transport:

- There is the need to manage congestion levels.
- There is the need to set out local parking standards.
- There is the need to use land efficiently and promote higher densities in close proximity to the Metrolink route and other public transport infrastructure.
- There is the need to improve air quality, particularly in the Greater Manchester Air Quality Management Area.
- There is the need to reduce per capita emissions and annual mean nitrogen dioxide; and reduce the number of days where air pollution is moderate or high.
- There is the need to promote public transport, walking and cycling.
- There is the need to encourage development close to key services and public transport infrastructure and work with Environment Health when assessing sites.
- There is a need to reduce car journeys through locating developments close to good public transport accessibility and locating housing close to key services to encourage active travel and reduce journey length.
- The needs of the future population needs to be taken into account when thinking about infrastructure, including physical infrastructure such as roads and social infrastructure such as school places, health and community facilities.
- There is a need to improve the economic prosperity of the borough and reduce unemployment. There is a need to ensure that there is sufficient employment land allocated. There is a need to ensure that people can access employment opportunities through good public connectivity to help reduce unemployment and improve income for essential goods such as heating and healthy foods and disposable income for sports and recreational activities.

8.4 The IA proposed an Integrated Assessment approach and scoring system to the assessment of the emerging Local Plan.

8.5 Consultation on the Integrated Assessment Scoping Report took place between 10 July and 21 August 2017.

8.6 The IA Scoping Report has been updated (Update 1) to support the Issues and Options consultation. The issues in relation to this topic paper have been updated to read:

- There is a need to improve air quality, particularly in the Greater Manchester Air Quality Management Area (AQMA).
- There is a need to reduce per capita emissions and annual mean nitrogen dioxide; and reduce the number of days where air pollution is moderate or higher.
- There is the need to protect and improve local environmental quality.
- There is a need to ensure that employment sites are strategically well placed in terms of the highway network. However, development sites whether for employment or housing or other uses should be within close proximity to public transport services (rail, Metrolink and bus routes) and key services to encourage public transport and active travel over car based journeys and to enable people to be well connected to services and employment in a sustainable manner. Travel Plans should also continue to be encouraged.
- There is a need for clean, integrated public transport and a need to support the improvement of an integrated public transport walking and cycling network.
- NPPF also requires Local Plans to set out appropriate local parking standards.
- There is a need to consider higher housing densities in areas that are within close proximity to public transport infrastructure, such as the Metrolink route and centres.
- There is a need to reduce energy use, including in existing buildings through retrofitting low carbon and renewable energy technologies and ensure that new developments are energy efficient and make use of renewable and low carbon energy opportunities.

8.7 The Integrated assessment has appraised the vision, plan objectives and spatial options.

8.8 The IA will help to develop and refine the options of the Local Plan as work progresses and assess the effects of the Local Plan proposals and consider ways of mitigating adverse effects and maximising beneficial effects. An IA report will be published alongside each Draft Local Plan published for consultation before the final Publication stage.

9 EVIDENCE SOURCES

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