south east manchester multi modal study

semms

Final Report

September 2001

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FINAL REPORT

SEPTEMBER 2001

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1. INTRODUCTION

Background to the Study

1.1 In July 1998 the Government published its transport White Paper *A New Deal for Transport: Better for Everyone*. The White Paper established the Government's policy for developing an integrated transport system that would address problems of congestion and pollution. The White Paper recognised that within an integrated framework, public transport, walking and cycling as well as, where justified and appropriate, new road construction each had a role to play in addressing the problems identified with the transport system. Furthermore, the White Paper recognised the relationship between land-use and the transport system and how planning policies could support the development of an integrated transport system.

1.2 In parallel to the White Paper and also in July 1998, the Government published *A New Deal for Trunk Roads in England*, the culmination of a strategic review of the roads programme. The trunk roads review was undertaken as part of the process of the development of the new integrated transport policy. The report established a Targeted Programme of Improvements (TPI) to the trunk road network to be taken forward by the Highways Agency over a seven year period. The report also proposed a series of studies to address problems on the strategic trunk road network not covered by measures in the short term Targeted Programme of Improvements.

1.3 The South East Manchester Multi Modal Study (SEMMMS) is one of a series of such studies undertaken in direct response to the recommendations of the trunk roads review. Recognising that transport problems and their solutions are not just limited to the trunk road network, in the studies consideration is being given to problems and solutions affecting *all* modes of transport.

1.4 The immediate genesis of SEMMMS was the removal of three schemes (illustrated in Figure 1.1) from the roads programme, namely:

- the A6(M) Stockport North South Bypass;
- the A555 Manchester Airport Link Road West (MALRW); and
- the A555/A523 Poynton Bypass.

1.5 In addition, Government took the decision to de-trunk the A523 and A6. This means that the responsibility for the management and development of the two roads is presently being transferred from the Highways Agency to the respective local authorities through which the roads pass.

1.6 The remit for SEMMMS was to develop a long-term (20-year) transport strategy that addressed the problems of South East Manchester. Within that context the study set out a plan of specific interventions to address those that are most urgent. The study was also tasked, again within the context of the twenty year strategy, to make specific recommendations in relation to the three schemes in South East Manchester that no longer form part of the Government's roads programme.

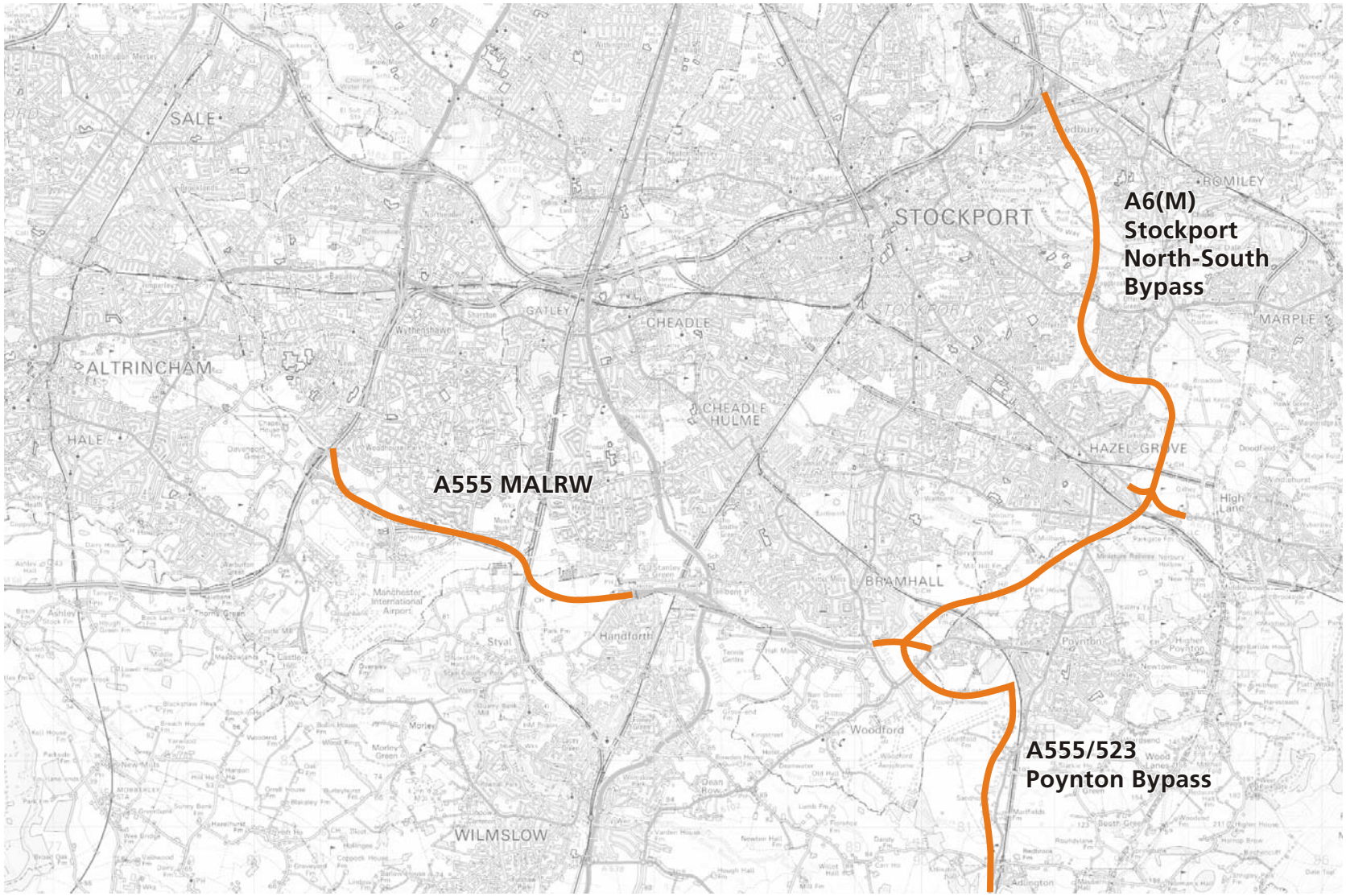
1.7 Reflecting the de-trunking of the A6 and the A523 and local authorities' existing transport functions, from the study's outset the presumption was that much of the short term plan would be implemented by the study area local authorities as part of the Local Transport Plan (LTP) process. It was also recognised that the Local Transport Plan authorities would need to work with transport operators in the study area and that there would be a role for the Strategic Rail Authority (SRA). The Highways Agency retain responsibility for the motorway network in the study area and a small part of the study area's road network is trunk road. The Agency will be tasked in taking forward any recommendations made in relation to this part of the network.

1.8 The recommendations of the South East Manchester Multi Modal Study will be considered by the regional planning body, the North West Regional Assembly, which in turn will make their recommendations on the study to the Secretary of State for Transport, Local Government and the Regions for his consideration. This Final Report forms the study's submission to the North West Regional Assembly. In due course, the Secretary of State will announce the result of his consideration of the Regional Assembly's recommendations.

1.9 As the principal mechanism for implementing the recommended strategy will be the Local Transport Plan process, each of the study area local authorities will be invited to support the study's recommended strategy as set out in this report.

1.10 In July 2000, the Government published *Transport 2010: The 10 Year Plan*, a report which established both the scale of expenditure on transport in the next ten years as well as the Government's priorities for that expenditure. The 10 Year Plan provides the resources to implement decisions arising from the multi-modal studies. To fund measures that will be pursued following completion of the multi-modal study process, and which would otherwise not have been part of the anticipated LTP process, the 10 Year Plan allows for additional resources to those that would normally be anticipated to be made available to the LTP authorities

Figure 1.1: Remitted Road Schemes



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The Study

1.11 The study was undertaken in two phases. Phase 1 of the study commenced in January 2000 and lasted six months. The principal activities that were undertaken in Phase 1 were:

- the establishment and execution of a consultation and participation process;
- the definition of study objectives;
- the identification of problems, issues and opportunities in the study area;
- the identification of potential schemes/solutions that may form part of the long-term strategy;
- the definition of data collection and the modelling approach to test solutions, which in turn was informed by a detailed review of extant data and models; and
- the establishment of the Phase 2 work programme.

1.12 The results and conclusions from each of the above tasks were detailed in the *Phase 1 Final Report*.

1.13 The Phase 2 study commenced in Summer 2000 and was completed in late Summer 2001. The principal activities Phase 2 were:

- the collection of additional data to input into the development of a transport model;
- the construction of the transport model specified in Phase 1 to test potential solutions;
- the testing and appraisal of potential solutions;
- continuation of the consultation and participation programme;
- distillation of solutions into a practical and sustainable transport strategy;
- the development of advice on the affordability and deliverability of the proposed strategy; and
- training and handover.

1.14 This report details the Phase 1 and Phase 2 studies as well as describing the recommended strategy and its implementation process.

1.15 Consultation with professionals and the wider public and their participation in the study formed integral parts of the approach to Phases 1 and 2. The consultation and participation process provided input into the definition of the study's objectives and the identification of the study area's problems, issues and opportunities. It contributed to the derivation of the potential strategy components that were examined in detail in Phase 2. Consultation and participation played a central role in Phase 2, informing the development of a recommended strategy from the options identified, modelled and appraisal. It also provided an assessment of the degree of support for the recommended strategy.

1.16 The overall study methodology was developed following due consideration of the Department of Transport, Local Government and the Regions (DTLR)[1] produced *Guidance on the Methodology for Multi Modal Studies* (GOMMMS). In this context, particular attention was given to making best use of existing transport data and models as well as the emphasis on consultation and participation noted above.

Management of the Study

1.17 The Government established the South East Manchester Multi Modal Study to facilitate the study area's local authorities to develop a transport strategy to be implemented through the LTP process. Day-to-day management of the study was undertaken by the Government Office for the North West (GONW), which was also responsible for the study's budgetary control.

1.18 Government is keen to ensure maximum participation in the multi-modal studies as it recognises that local knowledge, advice and expertise is essential to understanding fully problems within the study areas. It also recognises that local ownership of the solutions to these problems is essential if they are to be delivered successfully. This was particularly so in the South East Manchester study area where delivery of solutions will be achieved mainly through the local authorities and by transport operators and managers. A Steering Group was established for the study and was made up of key partners within the study area, including local authorities, government agencies, transport operators, regional bodies and representatives from user and activist groups. The Steering Group met on a monthly basis.

1.19 The role of the Steering Group was to provide on-going advice and guidance to the study consultants and GONW's study managers, and to provide a source of knowledge, experience and information from which the consultants could draw. The Steering Group also had an important role in monitoring the findings emerging from the study. The Steering Group provided a focus through which wider views were fed into the study process.

1.20 Members of the Steering Group brought the views and experience of their respective organisation to the Steering Group, but did not officially represent its interest. In Phase 2, the Group formed a view on the findings of the study and made its

[1] As a result of the reorganisation of Government departments that took place in June 2001, the responsibility for transport passed from the Department of the Environment, Transport and the Regions (DETR) to a new department, the Department of Transport, Local Government and the Regions (DTLR). For clarity, throughout this report DTLR is used, even when referring to the pre-June 2001 department.

recommendations to the North West Regional Assembly. Steering Group members' organisations are not bound by the recommendations of the study but, as has already been noted, each study area local authority will be invited to support the findings and recommendations of the study in due course.

1.21 The Steering Group has made a valued and constructive contribution to the conduct of the study and the formulation of its recommendations. The contribution of the Group is, in part, reflected in the study's recommendations for a continued inter-authority liaison group to oversee the implementation of the strategy. The consultancy team would like to acknowledge the contribution made by each Steering Group member and thank them for their input.

The Study Area

1.22 One of the earliest tasks in the Phase 1 study was to confirm the definition of the area which would be subject to the transport strategy. While the terms of reference for SEMMMS put forward a study area, it was also noted that it would be one of the study tasks to review its appropriateness.

1.23 It became clear early in the process that it was necessary to define a *Core Study Area* where land use and transport interactions would be considered in their entirety and a *Buffer Study Area*, where the study would consider infrastructure and policy measures that are intended to benefit the former, but which cannot be examined in isolation from the latter. This means that in the Buffer Study Area the focus was on movements and/or land-use proposals that would affect movements within the Core Study Area.

1.24 The study terms of reference defined the study area as bounded by the M56 and A5103 in the west, the A57 and M67 in the north and including all the built-up area in the South East Manchester as well as Manchester Airport. The terms of reference definition of the study area included Glossop and High Lane and Disley but not New Mills or Buxton. Bollington and Alderley Edge were named in the brief as part of the study area, but Macclesfield was not.

1.25 The review of the study area definition focused on:

- how free-standing towns either within the study area defined by the brief or close to its boundary should be treated. Specifically these were Glossop; New Mills, High Lane and Disley; Buxton; Bollington, Macclesfield and Alderley Edge; and

- how close to the City Centre should the Core Strategy Area boundary be.

1.26 The terms of reference indicated that for towns that were defined as "free-standing", the focus of the study should be on their links to the Manchester conurbation. For example, for Glossop this means a focus on the A57 and the Glossop/Hadfield railway line as well as taking into account the impact of other strategic initiatives (such as the South Pennine Integrated Transport Strategy - SPITS) on traffic travelling through Glossop on the A57.

1.27 The study looked at issues affecting the A6 and the Sheffield–New Mills–Romiley and Buxton–Hazel Grove–Stockport railway lines. Even though the main focus of study was on transport issues in the conurbation, any strategic intervention affecting the A6 and the railway lines had sensibly to look at the routes as a whole: including Buxton and New Mills within the Buffer Study Area. However, it was not the intention that study examine local transport issues *within* New Mills and Buxton: these are issues for the respective local authorities to handle.

1.28 As High Lane lies almost entirely within Stockport Metropolitan Borough, it was treated as an integral part of the Core Study Area. Disley falls in Maccelesfield Borough and, as the study looked at the impact of A6 traffic, it was sensible to include Disley in the Core Study Area in the same way as High Lane.

1.29 Turning to Macclesfield, traffic from the town to the Manchester conurbation is one of the contributors to local traffic problems in Poynton, Hazel Grove and beyond. As a generator of conurbation-bound traffic, Macclesfield was included within the Buffer Study Area in that context. As the principal alternative to car travel into the conurbation is rail, the strategy considered local rail services between Macclesfield and Manchester. The study also considered other strategic initiatives that may affect longer distance traffic on the A523. The study, however, did not focus on local transport issues within Macclesfield.

1.30 As issues concerning an Alderley Edge bypass or any alternatives were addressed by the study, the town formed part of the Core Study Area.

1.31 North of the M60 the Core Study Area was defined in the brief as the area south of the A5103 (Princess Parkway), A6010 (Middle Ring Road) and the A57 (Hyde Road). The defined area includes Didsbury, Heaton Norris, Heaton Moor and Heaton Mersey and Reddish. In all of these areas the local road network caters for orbital trips adjacent to the M60 (on the A5145, B5769 and B6167). The areas also straddle the main arterial routes and are therefore affected by through traffic. There has been significant growth in orbital trip making and traffic in these areas is strongly influenced by M60 traffic conditions. All transport issues in these areas were within the remit of the strategy.

1.32 Closer to the City Centre (Fallowfield, Withington, Burnage, Rushmore, Levenshulme and Belle Vue) the localities are significantly affected by radial traffic and this was clearly within the study's remit. Local issues were given attention only insofar as they affect strategic (radial) movements.

1.33 To the north of the Core Study Area, there are two key land-use development proposals which would impact on movements within the study area – these are at Waterside Park off the A57 and at Ashton Moss. Similarly, the potential impacts of the Davenport Green development west of the M56 on the study area also required consideration. The study also needed to consider the likely impacts of development proposals associated with the East Manchester regeneration area. Each of these major development sites was included in the Buffer Study Area.

1.34 Using M56 as a study area boundary would have artificially split Wythenshawe, so the area was included in its entirety in the Core Study Area.

1.35 The resultant agreed Core and Buffer Study Areas are shown in Figure 1.2.

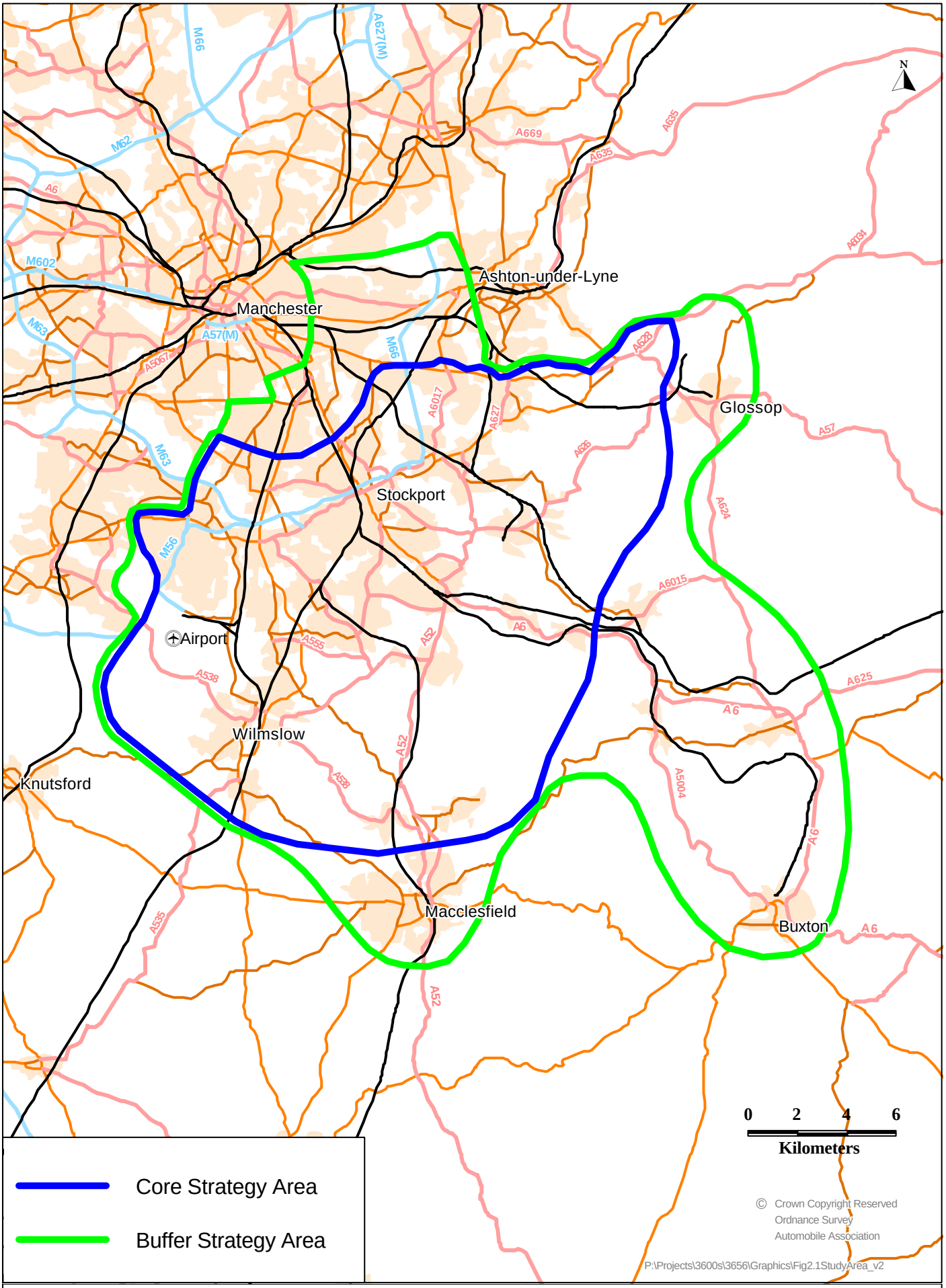


Figure 1.2: Study Area
South East Manchester Multi Modal Study

Structure of this Final Report

1.36 The structure of this report is as follows:

- in Chapter 2 an overview of the Phase 1 and Phase 2 methodologies is presented;
- given its central role in the study's methodology, a summary of the consultation and particiapation programme is given in Chapter 3;
- in Chapter 4 the objectives for the transport strategy are described;
- Chapter 5 is an overview of the problems, issues and opportunities facing the Study Area;
- the process of developing potential strategy options is described in Chapter 6;
- Chapter 7 details the study's recommended strategy;
- in Chapter 8 the appraisal of the recommended strategy is described along with the process of its implementation;
- the results of the consultation on the recommended strategy are described in Chapter 9, and
- Chapter 10 details the study's handover process and how implementation will progress.

1.37 This report has four appendices:

- Appendix A is a bibliography of reports produced during the course of the study;
- Appendix B is a list of Steering Group members;
- Appendix C is a list of Wider Reference Group members' organisations;
- Appendix D relates to the potential impact of the recommended strategy on generalised blight.

Consultancy Team

1.38 The South East Manchester Multi Modal Study was undertaken by a consortium of Steer Davies Gleave, WS Atkins and Llewelyn-Davies. Specialist advice on freight issues was provided by MDS Transmodal. The consortium was appointed following a competitive tendering process, itself undertaken in accordance with Government regulations and best practice.

2. STUDY APPROACH

Overview

2.1 The South East Manchester Multi Modal Study was undertaken in two phases. The first phase which started in January 2000 and lasted six months:

- established and initiated a consultation and participation process;
- defined the study's objectives;
- identified problems, issues and opportunities in the study area;
- initiated the identification of potential schemes and measures that would need to be considered when developing the long term strategy;
- reviewed in detail extant data and models and defined and initiated a data collection programme to address a number of shortcoming of the available data; and
- established the Phase 2 work programme.

2.2 The Phase 2 study commenced in Summer 2000 and was completed in late Summer 2001. In Phase 2:

- a transport model was constructed to the specification developed in Phase 1 utilising new and extant data sources;
- an appraisal framework was developed to allow the performance of potential strategy options to be assessed against the study's objectives;
- potential solutions were tested and appraised leading to the development of a core strategy and then a recommended strategy;
- consultation and participation played an integral role in the development of the study's recommendations;
- consultation was undertaken on the study's recommended strategy; and
- a programme of training and handover was undertaken with the study's analytical tools being passed to a nominated agency acting on behalf of the study area local authorities.

2.3 In this Chapter an overview of the approach to the Phases 1 and 2 of the study is presented. Given the central role of participation and consultation to the study's process, this area of work is described in greater detail in Chapter 3.

Phase 1

2.4 The overall structure of the Phase 1 study is illustrated in Figure 2.1.

2.5 The definition of objectives for the transport strategy is central to the multi-modal study process. Not only do they provide the framework against which the success (or otherwise) of options for a strategy can be appraised, they also provide guidance when developing options (each option is developed with a *pima facie* view that it will go towards meeting some or all of the objectives). Objectives also provide a framework for on-going monitoring of the strategy and its implementation.

2.6 The objectives definition stage was an interactive process, in that the development of objectives was closely related to the work undertaken to identify problems, issues and opportunities. It was also informed by the Phase 1 consultation and participation programme. Careful consideration was given to the relationship between the study's objectives and those of the relevant study area Local Transport Plans and (draft) Regional Planning Guidance.

2.7 A full description of the study's objectives is given in Chapter 4.

2.8 Alongside the definition of study objectives, the identification of problems, issues and opportunities formed the starting point for the development of the long term transport strategy. The identification of problems, issues and opportunities was informed by a number of parallel work streams. As part of the consultation and participation programme, a series of focus groups was undertaken and there was written consultation with the Wider Reference Group, as well as meetings with organisations and bodies represented on the study's Steering Group.

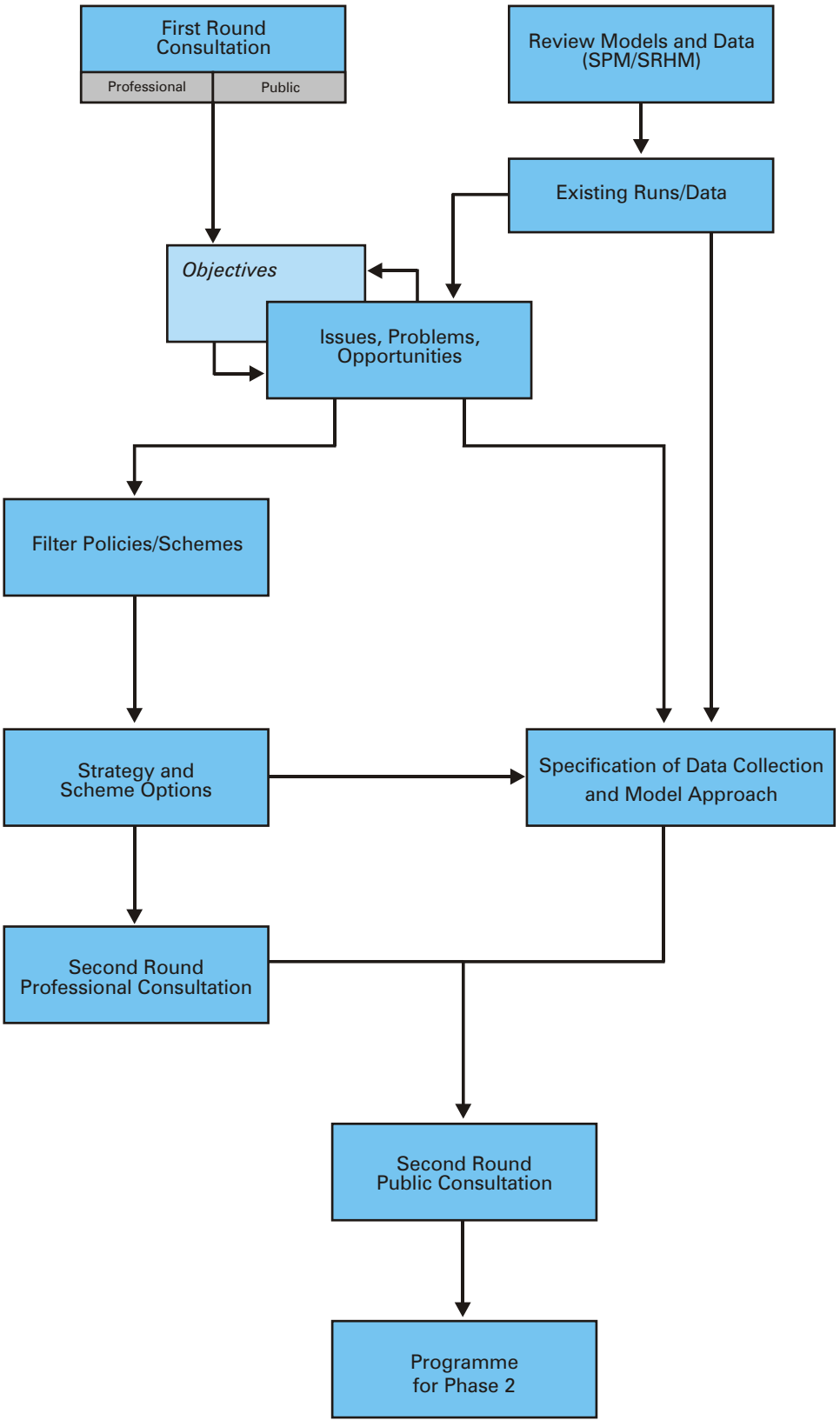
2.9 The assessment of problems, issues and opportunities also included a review of study area Development Plans and an analysis of available data on land-use and the economy. National, regional and local policy documents and reports were also reviewed.

2.10 Available data on the current use of the study area's transport system was collated and analysed along with information on recent trends and forecasts of future trends. A detailed review of the movement of freight from, to, or through the study area was undertaken.

2.11 The final area of work in the problems, issues and opportunities stream was the analysis of the questionnaire that was distributed with the first study newsletter. An overview of the study area's problems, issues and opportunities is given in Chapter 5.

2.12 Forecasting the future demand for travel and the use of the transport system is a central part of the development of a transport strategy. In parallel to the definition of the study's objectives and the assessment of problems, issues and opportunities, work was undertaken to review the extant transport models of the Manchester conurbation and the quality and coverage of available data. This led to the specification of the modelling approach that was developed and applied in Phase 2, along with a programme of data collection. The study's data collection programme was focussed on providing additional information needed for this study over and above that currently available

Figure 2.1: Phase 1 Methodology



2.13 In particular, the Phase 1 study reviewed the applicability to SEMMMS of three existing transport models. These were:

- the Greater Manchester Strategy Planning Model (GMSPM). This is a model developed on behalf of the Association of Greater Manchester Authorities (AGMA) with the support of the Highways Agency and Department of Transport, Local Government and the Regions. The model is comprehensive in that it considers the interaction between land-use and transport and considers a full range of trip maker responses to changes in transport supply. As a consequence of the comprehensive range of interactions covered, the model is spatially aggregate;

- the Sub Regional Highway Model (SRHM). This is a model developed by the Highways Agency in association with AGMA. It has a detailed spatial disaggregation and covers much of the North West, but with a focus on Greater Manchester. The model covers only the highway network;

- the GMSPM PT Inputs Model. This is a public transport model developed in parallel to GMSPM. The model has a comparable geographic coverage to the SRHM. Its primarily use to date has been as an input into the GMSPM, providing trip matrix and public transport generalised cost data.

2.14 The process of developing schemes, policies and measures that could potentially contribute to the study's recommended strategy and that would be subject to modelling and appraisal in Phase 2 was also initiated in the first phase. Here again, consultation with the Wider Reference Group, Steering Group and elected members made a valuable contribution to this stream of work. Each of the candidate schemes and measures that were considered in Phase 2 as possible strategy components can be traced back to inputs to the study made in the Phase 1 participation and consultation programme.

2.15 The main output from the Phase 1 work was the timetable and work programme for the Phase 2 study. This included:

- the specification of the transport models to be developed and applied in Phase 2;

- the development of a 'long list' of measures which could form a part of a transport strategy and needed to be considered in Phase 2; and

- the Phase 2 consultation and participation programme.

2.16 The *Phase 1 Final Report* was completed in July 2000.

Phase 2

2.17 Phase 2 of the study commenced in Summer 2000. The tasks undertaken in Phase 2 and their linkages are illustrated in Figure 2.2. The early parts of Phase 2 were spent developing the transport modelling system that was applied in the study. The SEMMMS transport models were developed from the existing transport models for the Manchester conurbation and best use was made of existing data sources, augmented as necessary by data collected by this study.

2.18 The GMSPM was used to:

- provide growth forecasts of the future volumes of trip making in the study area, which were then input into more detailed local models;
- test the impact of some key options for the transport strategy, which in turn informed the appraisal process; and
- assess the impact of the recommended strategy on the patterns and volume of trip making in the study area and, in turn, provide inputs to the detailed models of the study area as well as informing the appraisal process.

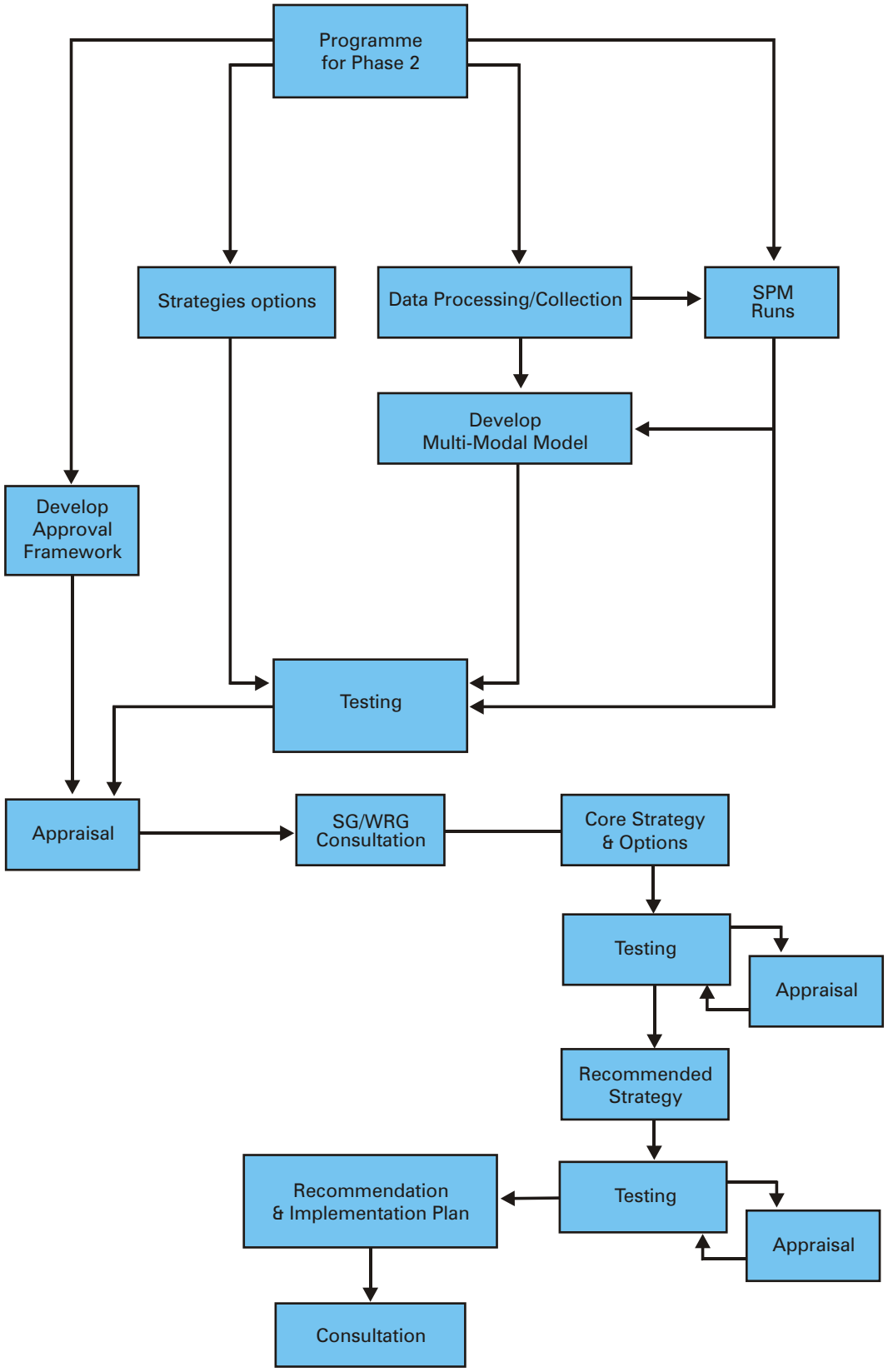
2.19 Using the SRHM as a base, a detailed model which represented the study area highway network was developed. The main developments from SRHM included:

- the enhancement of the model's geographic disaggregation, especially to the south of the study area;
- the incorporation of a detailed representation of junctions in the study area; and
- the incorporation of new road side interview data collected by this study.

2.20 A public transport model was developed from the existing model of the study area (the GMSPM PT Inputs model). In geographic coverage the model was consistent and compatible with the study's highway model. The public transport network was completely re-coded to represent current services offered by study area bus companies and rail operators. The model also included the Metrolink line between Altrincham and Manchester and, as part of its wider coverage, the lines to Bury and Eccles.

2.21 A model was developed that represented choice between travelling by car and public transport. The highways, public transport and mode choice models were each subject to calibration and validation to best practice standards. The models were developed and applied for peak and off-peak periods in the base year (2000) and forecast year (2021).

Figure 2.2: Phase 2 Methodology



2.22 As well as model development and its application to look at different potential strategy options, an appraisal framework was developed. The appraisal framework allowed an assessment to be made of the performance of potential strategy options against the objectives set for the strategy in the Phase 1 study. The appraisal framework and processes applied to assess each strategy option's performance were derived from, and are compatible with, the approach and methodologies set out in the *Guidance on the Methodology for Multi Modal Studies*. As well as being appraised against the study's objectives, the recommended strategy was also appraised against the Government's five objectives for transport as established by the Integrated Transport White Paper.

2.23 The development of the transport models and the appraisal framework was undertaken to support the main focus of the Phase 2 study: the development of a recommended strategy and within that context a five year implementation plan.

2.24 As noted above, the process of strategy definition was initiated in Phase 1. As part of this process, seven *decision areas* were defined. Put simply, the decision areas were groupings of comparable schemes, measures or policies about which, when developing a strategy, decisions had to be made. Their purpose was to allow the strategy definition process to be codified in a manageable way.

2.25 In Phase 1, it was recognised that some pre-feasibility development work was required to allow some options within the decision areas to be considered appropriately in later stages of the study. To this end, in Phase 2 work was undertaken to examine:

- the cost and feasibility of potential extensions to Metrolink in the Core Study Area;
- lower design-standard derivations of the three road schemes remitted to the study; and
- the potential that urban regeneration initiatives could make to the recommended strategy.

2.26 The next stage in the strategy development process was the definition of *strategy options*. The strategy options were packages of measures and each was defined to be a coherent transport strategy, so, in theory, any one of them could be implemented. In practice, however, the modelling and appraisal process was not intended to identify a winner (or best performing option); rather it was designed to allow the elements of each strategy option that contributed most to the attainment of the study's objectives to be identified.

2.27 Measures from each of the seven decision areas were included in each of the strategy options. For example, one of the decision areas related to options for road construction, so each of the strategy options included at least one option for road construction (and the road options included one which was no construction at all). In this way it was ensured that the full range of options that were identified in the Phase 1 study were considered in Phase 2. In total six strategy options were defined.

2.28 Following consideration of the modelling and appraisal of the strategy options, a core strategy was defined. The core strategy was the nucleus of the strategy which has been recommended by the study and was subject to further modelling and appraisal. A number of largely mutually exclusive options, which it was considered could form part of the study's recommendations and which would be additional to the core strategy, were also identified. These too were subject to further modelling and appraisal.

2.29 Finally, based on a consideration of the modelling and appraisal of the core strategy and the options for additions to it, a recommended strategy was developed. The recommended strategy was, in turn, subject to detailed appraisal using both the study-defined and GOMMMS-defined appraisal frameworks. Thus, the recommended strategy's contribution to the attainment of the study's and Government's objectives was considered explicitly. The appraisal process of the recommended strategy was informed by the use of GMSPM, as well as the models developed for this study.

2.30 In parallel to the development of the 20-year recommended strategy, an implementation plan was derived. Given that the principal method for the implementation of the recommended strategy is the Local Transport Plan process and that LTPs set out a rolling programme for five years, the implementation plan covers a five year period.

2.31 As in Phase 1, consultation and participation has played a key role in the Phase 2 process, in particular:

- the study methodology utilised a number of workshop sessions with the Steering Group as a central part of the strategy development process;
- the Wider Reference Group was invited to a workshop on the findings of the appraisal of the strategy options and written consultation was undertaken with the Group on the recommended strategy;
- an exchange of views was had with elected members from each study area local authority on a number of occasions in Phase 2, and
- through the media of focus groups, a structured market research exercise and a third study newsletter, the public's reaction to the recommended strategy was ascertained.

3. CONSULTATION AND PARTICIPATION

Introduction

3.1 Consultation with professionals and the wider public formed an integral part of the methodology adopted for Phase 1 and 2 of SEMMMS. Consultation should be central to planning for the very good reason that it engenders a sense of ownership, reduces positions of entrenchment and thereby assists in the facilitation of implementation. In Phase 1 the consultation and participation programme was a central part of the information gathering process and informed the definition of the study's objectives and its understanding of the transport-related problems, issues and opportunities in the study area. In Phase 2, the consultation and participation programme played an important role in the derivation of the recommended strategy and work was undertaken to ascertain the professional and public response to the study's recommendations.

3.2 There were four broad categories of consultees in the consultation and participation process, these being:

- The Steering Group;
- The Wider Reference Group;
- Elected Members (MPs, MEPs, Councillors); and
- The general public (residents and businesses).

3.3 In this Chapter, the consultation and participation activities undertaken in Phase 1 and 2 are described in turn having reference to, amongst other things, the extent to which consultation was successful. This requires an understanding of what the objective of the consultation exercise was in each instance.

The Steering Group

3.4 The objective of consultation with the Steering Group could be stated as:

To ensure full endorsement of the study output through the development of an understanding of all alternatives and full participation in reaching decisions.

3.5 The approach with the Steering Group was therefore really characterised as participation. The Study Team was fully open in deliberating issues with the Steering Group. In Phase 1, the study commenced with one-to-one meetings with all Steering Group members, after which time monthly full Steering Group meetings were held in the Government Office for North West's Manchester office, usually for a half-day. The organisations represented on the Steering Group are listed in Appendix B.

3.6 The format of these meetings was generally standard: the study team reporting back on key issues, followed by an open discussion by Steering Group members.

3.7 In Phase 1, a Steering Group workshop was held to initiate the strategy definition process. At the workshop elements of a structured decision making technique known as strategic choice were employed. The strategic choice technique was used in SEMMMS to supplement the modelling and appraisal tools available to the study. In particular it was used to:

- shape in a manageable way the decision problem that had to be addressed; and
- contribute to designing feasible strategies that may address the defined problems and meet the study's objectives

3.8 In Phase 2, the monthly Steering Group meetings were maintained. In addition, four Steering Group workshops were undertaken, each of which contributed to the process of developing of the study's recommendations:

- in the Autumn 2000, a workshop was held to define the strategy options that were then subject to detailed modelling and appraisal;
- in early Spring 2001, a workshop was held in which the modelling and appraisal of the strategy options were reviewed. This workshop led to the development of the core strategy and the definition of possible additions to it, which in turn were subject to further assessment;
- in late Spring 2001, the modelling and appraisal of the core strategy were reviewed along with the additional contribution that could be made to the strategy by the identified possible, and, lastly
- in Summer 2001, a workshop was held to review the modelling and appraisal of the recommended strategy and confirm its content prior to the last round of Phase 2 member and public consultation.

The Wider Reference Group

3.9 The Wider Reference Group (WRG) comprised some 100 or so organisations representing the full range of relevant interests across the Study Area. Member organisations included transport operators, transport user groups, residents and community associations and other local groups. A full list of WRG member organisations is given in Appendix C. The objective of consultation with this Group was:

To ensure that all interested parties are informed of the study and its progress and have the opportunity to ensure that its interests are taken into account in the development of the strategy and elements of it.

3.10 At the start of Phase 1, each WRG member received a letter informing them of the main aspects of the study process and requesting their input in the form of specifying what problems, issues and opportunities each felt should be considered in the study. The responses contributed to gaining an understanding of the study area's problems, issues and opportunities (as summarised in Chapter 5 of this report).

3.11 Each member was then invited to an all-day workshop held at UMIST on 16 March 2000. At this forum the Government Office for the North West and the consultants' study team introduced the SEMMMS process before three parallel groups were established. The groups, with the assistance of a moderator, considered what they saw as study objectives, problems with the transport system and opportunities and potential solutions. The session concluded with feedback from a group member to a plenary session. Again, this process fed into the development of the study area objectives and the investigation of the problems, issues and opportunities within South East Manchester.

3.12 Early in Phase 2 each member of the Wider Reference Group was sent a copy of the Executive Summary of the Phase 1 Final Report.

3.13 Later in Phase 2, each member of the Wider Reference Group was invited to a workshop held at UMIST on 13 March 2001. Prior to the workshop, attendees were sent a detailed briefing on the study's progress and on the development of the strategy. At the workshop and following a presentation on the process of strategy definition, in two parallel sessions attendees reviewed the appraisal of the strategy options. The workshop concluded with a plenary session at which the findings of the two groups were brought together and final comments made.

3.14 Finally, in August 2001 details of the recommended strategy were sent to members of the Wider Reference Group and they were invited to submit their views on the strategy. The output from this consultation is summarised in Chapter 9.

Elected Members

3.15 The objective of consultation with elected members went somewhat further than that of the WRG. This was because it was anticipated that the main outputs from the SEMMMS would be implemented through Local Transport Plans and so the role of councillors was crucial. Therefore, the objective of consultation with elected members was defined as follows:

To ensure that all relevant members are informed of the study, its methods and its progress and they have the opportunity to ensure that their interests are taken into account in the development of the strategy and elements of it. This is to maximise the degree to which the study output is subsequently implemented.

3.16 In Phase 1 the consultation took the following form:

- a meeting was held with Macclesfield Borough and Cheshire County Councillors at Macclesfield Town Hall on 25 January 2000, to introduce the study and to seek inputs to it;

- a similar meeting with Stockport Councillors was held at their Town Hall on 3 February 2000;

- a meeting was held at Stockport Town Hall on 8 May 2000 to which elected representatives from across the whole study area were invited;

- all Core Study Area elected members were sent the first newsletter with a briefing note on the study and its process; this was specifically timed to ensure that they received this in advance of distribution to members of the public;

- all elected members were sent the second newsletter in advance of its distribution to the public.

3.17 Elected members represent interests beyond the technical issues surrounding the study. It is evident from the meetings listed above that members had a strong conviction to represent these interests. The firm belief of several members was that the optimal outcome of the study for their constituents would be the re-instatement of the road schemes remitted to the study, which they believed would result in improved traffic conditions in their area and for the people they represent. This study has examined whether or not this would be the case.

3.18 In Phase 2, member consultation was undertaken on three occasions, namely;

- at the start of Phase 2, the objective being to inform members of the point in the study that had been reached and findings to that point;

- after the initial testing and appraisal had been conducted, but prior to the derivation and testing of a recommended strategy; and

- at the conclusion of the study.

3.19 For the first tranche of Phase 2 member consultation meetings were held at:

- UMIST on 10 October 2000, to which councillors from the City of Manchester and Tameside MBC were invited;

- Macclesfield Town Hall on 12 October 2000, for Macclesfield Borough Council and Cheshire County Council members;

- the Hat Museum in Stockport on 26 October 2000, primarily for Stockport MBC members, but the invitation was also extended to Tameside MBC and City of Manchester members unable to attend the UMIST session; and

- in addition a meeting was held on 15 November 2000 with the chair of the Key Priority Group on Planning the Environment and Transport of the North West Regional Assembly.

3.20 At the meetings, strong arguments were put forward by members in favour of road proposals, but the discussions did not concentrate on roads alone. There were thoughtful discussions on other transport modes and importantly, recognising the role of LTPs in the study's implementation, councillors started to discuss the process of implementing the study's recommendations.

3.21 The second tranche of Phase 2 consultation with elected members took place in Spring 2001. Meetings were held:

- on 20 March 2001 at the Heritage Centre, Macclesfield for Macclesfield Borough and Cheshire County Council members;
- with the Executive Member for Transport of Tameside Metropolitan Borough Council also on 20 March 2001; and
- at the Hat Museum, Stockport for Stockport MBC members on 21 March 2001. Manchester City Council members from the Core Study Area were also invited to that meeting.

3.22 At the second tranche of meetings, the emerging findings from the study were presented, including findings on the performance in meeting study objectives of the remitted road schemes and lower standard alternatives to them. Details were presented on a number of road, public transport and other options that had been ruled out of being a part of the recommended strategy and a number of options that remained under consideration.

3.23 Overall, the presentations were well received. As with the earlier meetings there was keen member interest in the remitted road schemes, but there was also in-depth discussion of the public transport and other options being considered by the study. There was a growing focus on the process of implementing the strategy.

3.24 The third and final tranche of member consultation was undertaken towards the end of the Phase 2 process, at which the study's recommended strategy was presented. Meetings were held with:

- Cheshire County Council members in County Hall, Chester on 16 July 2001;
- Stockport Metropolitan Borough Council members at Stockport Town Hall also on 16 July;
- Macclesfield Borough Council members at Macclesfield Town Hall on 19 July;
- the Executive Member for Transport of Tameside Metropolitan Borough Council on 23 July; and
- Executive Members of Manchester City Council on 24 July.

3.25 In addition, a briefing was held with Executive Members and study area members of Derbyshire County Council on 10 August.

3.26 The common theme from each of these meetings was strong support for the recommended strategy (although not without some reservations about points of detail). At each meeting there was in-depth discussion on the implementation process.

Members of Parliament

3.27 The objective of consultation with MPs can be framed in similar form to that for Councillors:

To ensure that all study area MPs are informed of the study, its methods and they have the opportunity to ensure that their interests are taken into account in the development of the strategy and elements of it.

3.28 In Phase 1 MPs were:

- sent an introductory letter from GONW in late February 2000;
- sent briefing notes on SEMMMS and were sent copies of the first and second newsletter prior to their wider distribution. The notes were issued under covering letters from GONW; and
- invited to a briefing hosted by DTLR held on 6 April 2000 attended by the Acting Regional Director of GONW, DTLR officials and the consultants. Five MPs including one each from the three main parties attended.

3.29 The MPs used the briefing to express their constituency-focused issues. In a similar way to the councillors, they expressed their perceived solutions. In Phase 2, MPs continued to be informed of the process, an activity which was carefully co-ordinated with DTLR.

3.30 In Phase 2 MPs were:

- in October 2000, sent the Executive Summary of the Phase 1 Final Report;
- in March 2001, sent a briefing paper on the study's progress;
- in July 2001, sent a summary of the study's recommendations; and
- in August 2001, sent advance copies of the third study newsletter.

3.31 Throughout the Phase 2 study, the consultancy team and GONW were available for meetings with MPs and a number were held on a one-to-one basis. At these meetings, a wide range of issues was discussed.

3.32 Periodically during the study, Members of the European Parliament (MEPs) representing the North West were sent briefing material on the study's progress

The General Public

3.33 The objectives of consultation with the public were clear and were as follows:

To ensure that the public is informed of the study and its progress and has the opportunity to ensure that its interests are taken into account in the development of the strategy and its elements.

3.34 The statement is similar to that for the WRG, the difference being that, while WRG members represent a particular set of interests, the general public has a diverse set of views, however these are dissected. The key issue with the public was that the methods of the conduct of consultation be appropriate to its numerical strength and geographical distribution.

3.35 In Phase 1, the main method of consultation was to distribute two newsletters, the first of which (see Figure 3.1) was primarily to achieve two goals:

- to inform the public that the study was underway and what it aimed to achieve; and

- to solicit views through the return of a postage paid questionnaire regarding problems and potential solutions to them.

3.36 The newsletter distribution area was the same as the Core Study Area (shown in Figure 1.2). This amounts to some 220,000 residential and business addresses. The first newsletter was delivered to over 90% of these. Some distribution problems were experienced by the Royal Mail, which resulted in the remaining 10% of study area households not receiving the first newsletter; suffice to note that:

- the high level of response to be questionnaire included with the 200,000 or so newsletters distributed was extremely encouraging, thus supporting the general method employed;

- the distributional issues with the first newsletter were addressed with the Royal Mail and did not occur with the second newsletter.

3.37 The second newsletter (see Figure 3.2) was distributed at the end of July 2000. It gave study area residents feedback from the first newsletter's questionnaire as well as describing possible components of a strategy that were considered in the Phase 2 process.

3.38 Additionally in Phase 1, a number of focus groups were carried out at a range of locations across the study area; these were conducted prior to the production and distribution of the first newsletter. They informed the process of identification of problems, issues and opportunities (described in Chapter 5), as well as the content and approach of the first newsletter.

Response to the First Newsletter

3.39 Just under 15,000 responses to the first newsletter's questionnaire were received. This is a return rate of around 7%. Based on experience of similar exercises, at the start of the process a response rate of between 1 and 2% was anticipated. The high response rate both allayed any concerns that the findings of the survey were unrepresentative due to the distrubution problems experienced by the Royal Mail and showed a widespread public interest in the study.

3.40 In self-completion questionnaires of this nature some socio-economic groups are more inclined to respond than others. People in areas where there are more contentious issues are also more likely to respond. The questionnaire asked respondents to give their occupation as well as home postcode. The answers to these two question allowed response bias to be investigated.

3.41 The response to the occupation question was used to allocate respondents to the standard occupational groups used in market research (A, B, C1 etc.). The sample had an over representation of groups A, B, C1 and the retired. Groups C2, D and E were under represented. The sample was re-weighted to correct for this. The postcodes were used to look at the spatial distribution of responses. Weightings were employed to correct over or under representation from different communities.

3.42 The size of the sample combined with its re-weighting gives confidence that the results are as free as they can be from any bias due to any coordinated write-in campaign from particular pressure groups.

The Results

3.43 The questionnaire contained three questions about transport in South East Manchester:

- the first asked respondents to identify the three transport related problems which affected them most (from a list of 11);
- the second question asked respondents about their perceptions of congestion levels in the area where they lived; and
- the third question asked respondents to identify three measures they thought would be most effective of relieving the problems highlighted by the first question.

3.1 The first question asked of respondents was: "Which of these problems affect you the most?" The results are given in Table 3.1.

Figure 3.1: First Newsletter - Spring 2000

issue 1 april 2000

South-east Manchester Multi-Modal Study

news update ....

inside • the study • the work programme • your views count

The Government is committed to work with the local authorities of South East Manchester do develop a transport strategy that meets the needs of the area's residents and businesses. This means looking not just at the car and congestion but how all forms of transport - buses, trains, Metrolink, walking and cycling - can be made to work together.

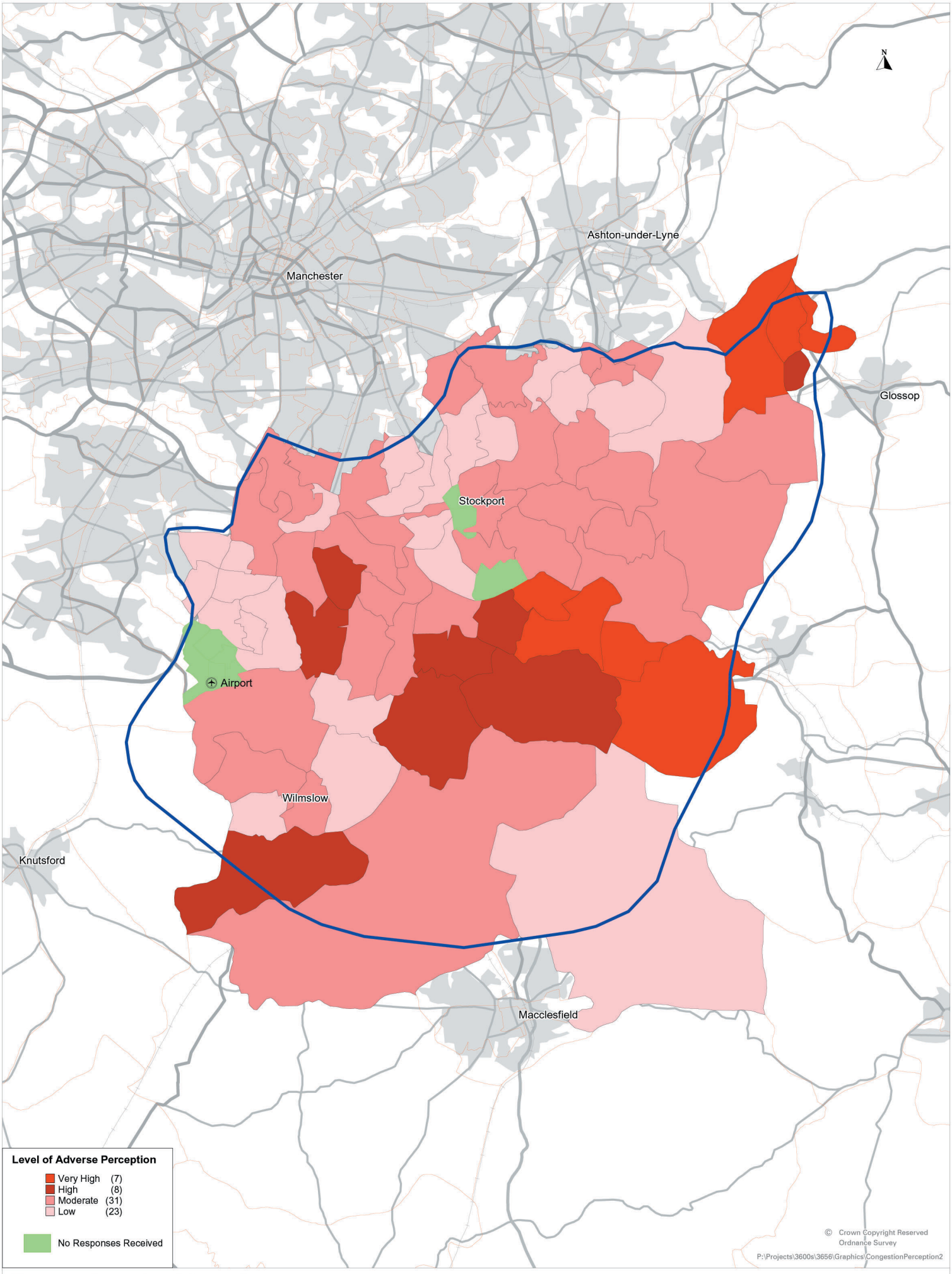


Figure 3.2: Perception of Congestion
South East Manchester Multi Modal Study

Table 3.1: Responses to Question 1: Which of these problems affect you most?

Problem	Weighted percentage of sample viewing it as severe
Delays caused by too many cars and lorries	40
Badly maintained pavements and footpaths	32
Poor road maintenance	31
Pollution from traffic	30
Poor bus and rail services	30
Expensive bus and rail fares	24
Car theft/ vandalism	24
Pedestrian safety	15
High cost of car parking	14
Fear for personal security when travelling by public transport	14
Cyclists' safety	11

3.44 Road and road traffic issues were of greatest concern to the sample, with road congestion, traffic pollution and poor road maintenance all being recognised by around a third of respondents as severe problems (and considerably more than a third for road congestion). Poor bus and rail services were also perceived as a problem by around a third of respondents, whilst a quarter of respondents saw bus and rail fares as expensive (i.e. providing poor value for money). Car theft/vandalism was also identified as a problem by around a quarter of respondents. Nearly a third of respondents thought footpaths were poor.

3.45 Fewer respondents viewed safety as a severe problem, but the overall numbers were still high. Safety for pedestrians was a severe problem for 15%, personal security when using public transport was highlighted by 14%, and safety for cyclists by 11%. It is interesting to note that the percentage who saw cyclists' safety as a problem was much greater than the mode share of cycling. This corresponds with findings from other research which suggest that safety concerns suppress cycle use.

3.46 Some 14% of respondents saw the high cost of parking as a severe problem.

3.47 The second question asked respondents to describe the level of traffic congestion in the area where they lived. They were given a choice of five categories. The responses are summarised in Table 3.2

Table 3.2: Responses to Question 2: What is your perception of congestion in South East Manchester?

Level of congestion	Weighted percentage of sample
Not a problem at all	3
Not too bad, it doesn't really affect me	14
Quite bad, but it is only really a problem at certain times and places	55
Very bad, you have to allow considerable extra travel time	17
At a critical level, it is severely hampering my everyday life	9
No response	2

3.48 In total, 81% of the weighted sample thought congestion was quite bad, very bad or at a critical level in the area where they lived. Three times as many people thought congestion was severely hampering their lives than thought it was not a problem at all and 17% of people agreed that, whilst traffic was not at a critical level, they had to allow considerable extra travel time. Figure 3.3 illustrates the different responses to this question across the study area.

3.49 However, the majority of people felt that traffic congestion was only a real problem at certain times and places, suggesting that the public perception is not of a permanently gridlocked road network.

3.50 The third question asked respondents which measures they thought would be most effective in making life better for them. Respondents were asked to tick 3 of 17 options which they thought would be the best solutions to the problems they had identified in question 1. Table 3.3 shows people's responses.

Figure 3.3: Second Newsletter - Summer 2000

Table 3.3: Responses to Question 3: What do you see as potential solutions to transport problems in South East Manchester?

Possible measure	Weighted percentage of sample
Better maintenance of roads, pavements and footpaths	46
Extending Metrolink	35
Better bus services	28
Cheaper bus and rail fares	28
Building new roads	26
Improving existing roads to increase their capacity	21
Traffic calming in residential areas	14
Better rail services	12
Better facilities for cyclists	11
Better facilities for pedestrians	9
More "park and ride facilities	8
Better information for bus and rail travellers	8
More school buses	6
Charging for using congested roads and spending the money on transport	6
More bus lanes and bus priority routes	6
Better information on current traffic conditions	3
Charging for parking at work and spending the money on transport	3

3.51 Generally, the measures can be described as either "carrots" or "sticks". Not surprisingly, the "carrot" measures proved to be the most popular. The measure with most support was better maintenance of roads and footpaths (46%). The next was extending Metrolink (35%). Better bus services (28%), cheaper bus and rail fares (28%), building new roads (26%), and increasing the capacity of existing roads (21%) were also popular measures. It is notable that building new roads received a high response, but other items were more favoured.

3.52 Better rail services (12%) were less than better bus services (28%), but this probably reflected the limited catchment of the rail network compared to the bus network with the study area. Better facilities for cyclists (11%) were more popular than better facilities for pedestrians (9%). There were significant levels of support for traffic calming (14%).

3.53 Of the remaining "carrot" measures, there was greatest support for more park and ride sites (8%), with 6% supporting more school buses and 8% better public

transport information. Just 6% supported the greater use of bus lanes/priorities and 3% believed better information on traffic condition would improve their lives.

3.54 Few people felt that the "stick" measures would improve their lives, even when these were portrayed as ways to increase transport spending. Only 6% of people supported congestion charging and 3% supported charging people to park at work. It is interesting to contrast this finding with question 1 where few people (14%) were concerned about the cost of parking.

Summary

3.55 Congestion was seen as the biggest transport problem in South East Manchester, but the questionnaire response showed a recognition that building new roads alone would not solve the transport problems. Maintaining and making better use of the existing road network received strong support. The support for Metrolink extensions indicated a willingness pay for high quality reliable public transport, but existing public transport provision was seen to give poor value for money. Workplace parking charges or road user charging in isolation were not popular as solutions.

3.56 The findings of the questionnaire analysis supported and were consistent with findings from the series of focus group undertaken in Phase 1 and the consultation with the Steering Group and Wider Reference Group. This created confidence in the study process. The public response to the questionnaire was much higher than anticipated, showing the importance of transport issues in South East Manchester.

Phase 2 Public Consultation

3.57 Towards the end of the Phase 2 process, the public was consulted on their views on the recommended strategy. This consultation was undertaken through:

- a series of focus groups undertaken with members of communities from across the study area;
- a structured market research exercise, which gained a statistically robust assessment of the public's response to the recommended strategy;
- a third newsletter distributed to each core study area address. As well as a description of the recommended strategy, the third newsletter also included a mailback questionnaire.

3.58 The results of the final round of public consultation on the recommendations of the study are presented in detail in Chapter 9.

4. OBJECTIVES

Introduction

4.1 In general, the Government's methodology for appraising transport projects and strategies, and the multi-modal studies in particular, lend themselves to clear "objective-led" approaches. The formulation of objectives contributes to:

- the development of the strategy and implementation plan – interventions can be identified for which there is a *prima facie* view that they will act towards attaining the objectives;
- the appraisal of the strategy – objectives provide the framework for assessing the success of different interventions; and
- the monitoring of the effect of the strategy – objectives provide a framework within which the impact of interventions can be measured.

4.2 The defined objectives for a study are therefore central to the development and appraisal of the strategy and, once a study has been completed, the monitoring of its implementation. The consideration of the existing network conditions and current and recent travel trends (as discussed in the next chapter on problems, issues and opportunities) was a necessary and helpful contribution to guiding this study, but these only are "problems" if they represent a shortfall or a barrier to attaining an objective.

4.3 The process of developing the objectives for this study was an iterative one in that:

- the defined objectives were closely related to the identified problems, issues and opportunities and so the definition of the objectives developed as work on the identification of problems, issues and opportunities was undertaken; and
- the defined objectives were informed by public and professional consultation which took place throughout Phase 1.

4.4 The purpose of this chapter is twofold. First, the definition of objectives in general and how the objectives for this study should fit with those of the Local Transport Plans is considered. Secondly, the objectives that have been defined for the study are presented.

Defining Objectives

4.5 The transport appraisal methodology places an onus on an objective-led multi-criteria assessment of transport schemes and strategies, facilitating a comparative assessment of options. Options should be assessed against their contribution to the attainment of study-defined local objectives as well as against their contribution to national objectives. The approach establishes an appraisal framework that explicitly accounts for a broad range of impacts. As noted above, the key feature of the framework is that

it is *objective-led*, with the criteria/objectives at a national level being the five over-arching ones identified in the Integrated Transport White Paper, namely:

- to protect and enhance the built and natural *environment;*
- to improve *safety* for all travellers;
- to contribute to an efficient *economy*, and to support sustainable economic growth in appropriate locations;
- to promote *accessibility* to everyday facilities for all, especially those without a car; and
- to promote the *integration* of all forms of transport and land-use planning, leading to a better, more efficient transport system.

4.6 Each of the five national objectives encompasses a range of sub-objectives against which the impact of a particular project or strategy can be appraised. In appraisal, no attempt is made to differentiate between the importance of quantifiable and non-quantifiable impacts and, indeed, the five national objectives themselves are deemed to have *equal weighting* for the purpose of appraisal.

4.7 As has already been noted, as well as an assessment against national objectives it is also necessary to appraise a strategy against local objectives, which by their nature capture local priorities. When developing the objectives for this study a key issue was the potential conflict between local, regional and national objectives. If the five national objectives are taken as the over-arching objectives for each multi-modal study - and it is strongly suggested by the *Guidance on the Methodology for Multi Modal Studies* (GOMMMS) that they should be – then how does their equal weighting sit with the development of local objectives for each multi-modal study? For any particular multi-modal study the emphasis on each of the five national objectives is extremely unlikely to be equal and that, more importantly, the emphasis is going to be different across each multi-modal study.

4.8 This suggests that if the five over-arching national objectives are used as the framework to define the local study specific objectives then undue and perhaps inappropriate emphasis may be placed upon developing and then seeking to meet objectives under one or more of the five headings. Developing objectives under the five national objectives could lead to a tendency to have an equal or similar number of local objectives under each heading and thence an equal effort in attaining gains under each heading. It may actually be more appropriate to focus strategy effort in attaining gains in a subset of the five over-arching objectives.

4.9 In turn this suggests an approach of developing local objectives independently of a consideration of the five over-arching objectives and then, once the local objectives have been defined, assessing their "fit" with the national objectives through the appraisal process. Using this approach the local fit with (and weighting of) the five national objectives is a natural output of the objective definition process. Such an approach is very similar to that which underlies the development of objectives in Local Transport Plans.

4.10 In general, for an urban multi-modal study such as this one for South East Manchester, the study objectives should be consistent with both the Vision and Corporate Objectives of the Local Transport Plan(s). For Greater Manchester, these have been developed for the conurbation as a whole and it would have been inappropriate for this study, looking as it did at a sub-area of the conurbation, to develop specific objectives that did not support the already established conurbation-wide approach.

4.11 Turning to the Greater Manchester Local Transport Plan (GMLTP) Transport Objectives, it seemed most appropriate for these to be used as a *guide* to develop the study's objectives rather than to *define* the framework for the study's objectives. This was for three reasons:

- first, the GMLTP's Transport Objectives have been developed on a conurbation-wide basis. This study, however, is looking at a sub-area of the conurbation and at a level of detail not possible during the LTP process. There is no reason why all of the LTP transport objectives should be equally applicable to the South East Manchester area: it may be more appropriate to place emphasis on particular LTP objectives or sub-objectives;

- secondly, although most of the Core Study Area falls within Greater Manchester, a significant part is in Cheshire. Much of the Cheshire part of the Study Area is closely associated with the conurbation, but it was recognised that the area has its own particular transport objectives which needed to be explicitly recognised. Similarly, parts of the Core Study Area are in Derbyshire and these areas also have their own specific transport needs;

- third, being defined on a conurbation-wide basis, the LTP Transport Objectives are necessarily general. The focussed multi-modal study area allows the study objectives to be more tightly defined. They can more readily incorporate "end states" which describe in reasonable detail the desired condition in the study area at a defined future point.

4.12 The approach adopted for developing study objectives was therefore:

- the Vision and Corporate Objectives of the GMLTP were used as a starting point;

- with reference to the problems, issues and opportunities work; and findings from the consultation programme, area specific core objectives were defined;

- again with reference to the problems, issues and opportunities work sub-objectives were also defined;

- the defined objectives were compared with those from the (draft) RPG and the LTPs for Cheshire and Derbyshire.

Core Objectives

4.13 The core objectives were defined as follows:

(i) *the promotion of environmentally sustainable economic growth;*

(ii) *the promotion of urban regeneration;*

(iii) *the improvement of amenity, safety and health;*

(iv) *the enhancement of the Regional Centre, town centres and local and village centres and the Airport;*

(v) *the encouragement of the community and cultural life of neighbourhoods, and encouragement of social inclusion.*

4.14 The core objectives are closely related to those in the GMLTP. In using these as a starting point there was an explicit recognition that this points the strategy towards a particular type of solution, in that they promote:

- public transport use; and
- the concentration of development at existing established centres, brownfield sites and a number of particular priority locations as opposed to expansion on green-field sites located on the urban fringe and around major road junctions.

4.15 Clearly the above points are linked. Also, in practice (as well as intent) the GMLTP approach is consistent with the Integrated Transport White Paper (ITWP) policy direction. The GMLTP was accepted by Government and the consistency with Integrated Transport White Paper policy is further evidenced by the Government's March 2000 approval of the Single Contract Approach for extensions to Metrolink which forms a centre-piece of the GMLTP strategy. The objectives of the GMLTP also fit well with those of (draft) Regional Planning Guidance.

Core Objective 1: environmentally sustainable economic growth.

4.16 The principal aim of Objective 1 is economic growth. The inclusion of environmental sustainability is a recognition that in pursuing economic growth there has to be an appropriate balance with environmental protection goals. Sustainability also includes social considerations but, in the SEMMMS core objectives, these are addressed explicitly under other headings. Relevant sub-objectives fall naturally into the promotion of economic growth, the promotion of the competitive position of the area and the protection of the environment. Moreover, the sub-objectives relate to the transport aspects of the core objective, rather than stray into other disciplines.

4.17 It is of note, and was agreed by the Steering Group, that in the application of these sub-objectives at the appraisal stage, a number of factors should be borne firmly in mind:

- that differences in lifestyles across the community need to be accounted for;
- that all modes should be included;
- that accessibility has different facets, including for different sections of the labour market and in considering furthering social inclusion (i.e. that it may be appropriate to weigh better accessibility for socially excluded sections of the community more strongly than for included sections);
- that numerically strong but probably geographically disparate elements of the workforce be explicitly accounted for – for example, the community/voluntary sector represents a significant proportion of the workforce.

4.18 The sub-objectives are:

- promotion of economic growth by:
  - setting targets relating to gross numbers of trips/mileage undertaken to areas of economic growth;
  - applying mode split targets for economic growth areas;
  - providing targets relating to goods vehicles - how many, timing (peaks/off-peak etc.), mode split;
  - targeting trip length distributions to economic growth areas.
- improving competitiveness by improving:
  - access to/from the region's motorway network for car and goods vehicles;
  - access to/from WCML/inter-regional passenger services;
  - the accessibility and range of rail freight facilities;
  - the accessibility to the Airport for passengers and freight.
- protection of the environment by reducing:
  - emissions of greenhouse gases (global environment);
  - the impact on the built environment - buildings, streetscape etc;
  - the impact on natural environment - protection of designated sites, water courses, visual impacts;

- severance.

Core Objective 2: Promotion of Urban Regeneration

4.19 The urban regeneration objective affects sites both within and outwith the Core Study Area. The former is primarily about bringing areas of brownfield land back into productive use. The latter relates to the significant regeneration areas that are adjacent to the Core Study Area such as Trafford Park and East Manchester. The scale of regeneration proposals in these two areas is much greater than any single location within the Core Study Area.

4.20 For both regeneration areas within and outwith the Core Study Area, a principal sub-objective is to increase their accessibility from the Core Study Area as a whole. For sites within the Core Study Area, it is also possible to be more proactive and to influence the scale and nature of the developments by setting sub-objectives related to job creation, employment density, parking standards and mode share. Outside the Core Study Area, such aspects cannot be influenced directly by the study. By their very nature, urban regeneration areas will invariably attract more trips than the land-use that was there prior to regeneration. Consequently, the sites will generate (additional) traffic. Sub-objectives consistent with the defined core objectives are to ensure that the public transport network and the design of sites promote (insofar as possible) public transport use as well as that of non-motorised modes.

4.21 In summary, the sub-objectives are:

- for principal regeneration areas sites outwith the Core Study Area to provide for (to an extent compatible with other objectives):
  - accessibility by car;
  - accessibility by PT.
- for brownfield sites within the Core Study Area, to provide for:
  - accessibility by car;
  - accessibility by PT;
  - accessibility by goods vehicles;
  - accessibility by non-motorised modes.
- and to set attainable targets for:
  - employment density;
  - parking standards;
  - mode share;

- the promotion and implementation of travel plans.

Core Objective 3: Improvement of amenity, safety and health

4.22 In this objective the keywords is *improvement* rather than protection. Protection of the existing environment falls under Core Objective 1. This core objective splits into three sub-headings; amenity (itself split between the amenity of the built and natural environment), safety and health.

4.23 The sub-objectives are:

- Amenity:

  to improve the amenity of the built environment:

  - pedestrian crossing facilities;
  - cycling facilities;
  - lighting;
  - footpath maintenance.

  to improve the amenity of the natural environment:

  - sustainable access to natural environment;

  and to achieve:

  - efficient car parking/management of car;
  - satisfactory mode share to popular destinations.

- Safety:

  to minimise:

  - PIA/KSI accidents on the roads;
  - bus/rail accidents;
  - crime experienced when travelling - on vehicles, at interchanges, as part of the access journey;
  - crime experienced by pedestrians;
  - cycle theft;

to improve:

- perceptions of security;
- and to achieve:
- specific objectives on pedestrians/cyclists/children accident levels (*cf* government targets);

- Health:
  - to improve air quality;
  - to minimise noise below certain levels;.
  - to promote use of transport modes which contribute to improved general health.

Core Objective 4: Enhancement of Regional Centre, town centres and local and village centres and the Airport

4.24 We have interpreted the enhancement of the Regional Centre (i.e. Manchester City Centre), town centres and local centres as the desire to make them more attractive places to work, shop and pass leisure time. In terms of the transport system this essentially means making it easier to get to and from them for all sections of the community. It is important to note that transport related environmental issues in town and local centres are covered by Core Objective 3.

4.25 The sub-objectives were developed on the basis that, the strategy is to enhance the attractiveness of the centres by improving their public transport accessibility, not their accessibility by car.

4.26 The sub-objectives are:

- Regional Centre - improve PT accessibility from the Study Area;
  - improve PT reliability and punctuality;
- Town Centres - improve PT accessibility;
  - improve PT reliability and punctuality;
  - reduce impact of traffic;
- Local Centres - improve PT accessibility;
  - provide for appropriate accessibility by car;
  - reduce impact of traffic;

- improve cycle/walking accessibility;

- Village Centres
  - improve PT accessibility;
  - minimise through traffic impact;
  - provide for access to the Regional Centre;
  - provide for access to Town Centres;
- Airport
  - improve PT accessibility;
  - improve cycle/walking accessibility;
  - set car trip targets;
  - provide for road journey time reliability.

Core Objective 5: Encouragement of community and cultural life of neighbourhood, and encouragement of social inclusion.

4.27 Whilst the previous core objective relates to where people work and shop, this objective relates to where they live. It is about increasing the range and quality of locally available facilities and reducing the need to travel. It is also to a degree about local safety and security, but these are addressed explicitly by Core Objective 3. The impact of traffic is important too - this is covered to a degree by Core Objective 3 as well, but there is scope for local traffic objectives under this heading too.

4.28 The sub-objectives are to improve:

- accessibility to health facilities;
- accessibility to educational facilities;
- accessibility to retail facilities (comparison and convenience);
- provision of accessible transport for:
  - the mobility impaired
  - the elderly
  - parents accompanying children;
- walking/cycling facilities in residential areas;
- pedestrian crossing facilities in residential areas;

- reduction in the impact of traffic on local communities:
    - minimise the impact of "rat-running".

Comparison of Objectives

4.29 In Table 4.1, the Corporate Objectives from the (1999) Greater Manchester and Cheshire provisional Local Transport Plans have been brought together along with the objectives from the (draft) Regional Planning Guidance. In the Table, the Corporate Objectives from the LTPs and the draft RPG that are either complementary or equivalent have been blended together. It can be seen that each objective from the different documents can generally be matched to each other. The GMLTP has a number of Corporate Objectives that are not matched exactly by one from the Cheshire LTP, but this is a reflection of the particular issues and concerns associated with the conurbation as opposed to a diverse largely rural county.

4.30 The comparison in Table 4.1 allows us to conclude that the study area Core Objectives accord with those from the Greater Manchester and Cheshire LTPs as well as those in the draft RPG.

4.31 The Core Strategy Area also extends into parts of Derbyshire (Glossop and the A6 Corridor). Although not included in the Table, the study's Core Objective were also compared with those of Derbyshire's (provisional) LTP. As with the Cheshire LTP, there is a broad complementarity between the objectives of the study and those of Derbyshire's LTP.

Table 4.1: Comparison of Objectives

DRAFT RPG	GREATER MANCHESTER LTP	CHESHIRE LTP	SEMMMS
To facilitate economic competitiveness and growth to protect and enhance the natural environment	To strengthen, modernise and diversify the County's economy in ways which are environmentally sustainable	To enhance the prosperity of the people who line and work in Cheshire. To increase the capacity of all individuals to develop their personal potential	Promotion of environmentally sustainable economic growth
	To support urban regeneration and bring disused and under-used urban land back into effective use.		Promotion urban regeneration
To enhance travel safety and security. To promote healthy transport opportunities and choices.	To make the County as a whole a more attractive, safer and healthier place to live work and invest.	To improve the health and safety of people and enhance the care of those in need. To improve the natural and built environment	Improvement of amenity, safety and health
To manage the demand for, and make most effective use of existing transport infrastructure.	To focus these improvements in the Regional Centre, the County's town centres and major employment centres (such as Manchester Airport, Salford Quays and Trafford Park)		Enhancement of the Regional Centre, town centres and local centres and the Airport
To promote social inclusion by meeting the need of all people within the region for accessibility to jobs, services and amenities by a range of modes of transport.	To reverse the decentralisation of population and economic activity, sustain the community and cultural life of urban centres and neighbourhoods, and ensure that everyone can participate in the opportunities the county has to offer.		Encouragement of the community and cultural life of neighbourhoods, and encouragement of social inclusion

5. PROBLEMS, ISSUES AND OPPORTUNITIES

Introduction

5.1 Alongside the definition of the study objectives, the identification of problems, issues and opportunities for the South East Manchester study area formed the starting point for the development of a long term strategy and shorter term implementation plan. The identification of the study's problems, issues and opportunities ("PIOs") was a contextual definition stage comprising:

- Problems – the genesis of the study, measurable through shortfalls in meeting the study's objectives;
- Issues – these are matters that the study had to consider when developing the strategy and implementation plan, but are largely outwith the immediate influence of the study;
- Opportunities – what were the opportunities to affect change in land-use, travel patterns, transport, infrastructure and services?

5.2 To inform the identification of the study's PIOs, a number of streams of work were undertaken in parallel, these being:

- eleven focus groups with study area residents. These were undertaken in different parts of the study area and participants were a cross-section of socio-economic and age groups;
- written consultation with a group of consultees (the Wider Reference Group) that included transport operators, user groups, residents associations and other community groups, statutory bodies and local authorities adjacent to the study area. The written consultation exercise was followed up with a half-day workshop to which all members of the Wider Reference Group were invited;
- a review of the study area Development Plans and collation and analysis of available data on land-use and the economy;
- the review of a variety of reports and policy documents from national, regional and local government bodies and authorities;
- the collation and review of data on the current use of the study area's road and public transport network and recent trends that have been experienced in its use; and
- a detailed review of the movement of freight to, from, and through the study area along with an assessment of available facilities.

5.3 In this chapter an overview of our findings is presented.

Problems

5.4 The genesis of the South East Manchester Multi Modal Study was the removal of three trunk roads from the Highways Agency's programme. It was very apparent through the Steering Group, Wider Reference Group and public consultation that a number of locations in the Study Area experience congestion and its associated environmental and other impacts. Locations include, but are not limited to:

- Finney Lane in Heald Green;
- the A523/A5149 crossroads in Poynton;
- Hazel Grove at the A6/A523 intersection (Rising Sun) and A6/A627 (Torkington Road);
- the A6 between Hazel Grove and Stockport;
- the A34 at Gatley;
- the M60/M67/A57 interchange in Denton
- Alderley Edge Village.

5.5 The construction of the A34 Wilmslow/Handforth Bypass and the A555 central section and associated retail developments led to a change in traffic patterns, with the A34 experiencing an above local average increase in traffic. Access roads to the A555 in Bramhall, Woodford and Poynton have experienced traffic growth and congestion. The largest percentage traffic growth in the study area has been experienced on the A538 through Prestbury village, much of which is accessing the A34.

5.6 While traffic flows and journey times have increased on the A34, flows and journey times on the A6 and A57 have been static in recent years and both may in fact be declining.

5.7 A further key points is that the data analysis and consultation exercise highlighted a number of accident clusters in the study area, often associated with the areas of highest congestion.

5.8 Congestion is largely a peak hour phenomenon, although there are areas which experience off-peak congestion too. To achieve a successful long term strategy it was necessary to address the source of the congestion problem and not just its manifestation on the road network. Moreover, the consultation exercise indicated that congestion is not the only transport problem facing study area residents and businesses and it was necessary to address these too.

5.9 Unlike some other of the country's conurbations, Manchester is poly-centric. While Manchester City Centre is recognisably the economic, social and cultural focus of the conurbation, there are a number of distinct town centres that have a strong economic and social base. This pattern of development combined with the social changes experienced throughout the twentieth century and structural changes in the local economy has created an activity pattern where the location of jobs and employees is dispersed across the study area. Arguably, in terms of transport impact the last twenty years have seen the most rapid changes in the socio-economic structure of the conurbation. This has created a dispersed and orbital trip making pattern - both commuting and for other purposes - which by its nature is challenging to cater for by public transport and uses an unsuitable road network. The available evidence from traffic count data indicates that the orbital flows on the road network have increased at a much faster rate than radial flows. Anecdotal evidence suggests that this is an area of public transport growth too.

5.10 The orbital patterns of commuting are compounded by the pattern of retail development. Significant comparison and convenience retail centres have been developed within the study area but not within established town centres (e.g. Handforth Dean, Cheadle Royal). Regionally significant retail developments (e.g. the Trafford Centre) are close to the study area. Each of these affects travel patterns both of study area residents and through traffic. The retail developments have affected the established town and local centre's retail activity. Further developments in or neighbouring the study area (e.g. East Manchester, Ashton Moss, IKEA-type development in Stockport) will affect travel patterns further in the short term and existing retail provision in the established centres in the medium term.

5.11 The M60 junctions have become nodes for car-focused developments which are difficult to serve by public transport, even if the developments are adjacent to existing public transport corridors. Similarly, there is development pressure around the Airport.

5.12 The M60-focussed developments are examples of where there is a competition between local, conurbation-wide and regional priorities. There is a competition for the use of road space on the M60 between inter and intra-regional trips using the strategic road network, and trips using the motorway to access development sites and other local facilities. Another example that can be cited relates to the Airport which has a regional and national importance, yet shares its road and rail access with local trips.

5.13 This leads to the view that there is not a clear definition of the purpose and function of different elements of the road and rail networks. For example, with the M60 it is not clear whether its function is to cater for inter and intra-regional traffic, to remove through traffic from unsuitable localities or to promote local economic growth by creating access to land-use developments. If the function is all three of these then it is not clear whether these functions are compatible. It is anticipated that the Regional Planning Guidance will address this issue and develop policy accordingly.

5.14 The residential development patterns and social changes have reinforced the prevailing position of an affluent and highly mobile population around the southern fringe of the conurbation. These communities are characterised by high car ownership, long commuting distances and inherently low public transport use. Within the study area, however, are less well-off areas where, historically, trip making patterns have been

focused either radially on Manchester City Centre or on local centres, but as noted already are now dispersed across the conurbation. Within the study areas are pockets of deprivation where car ownership is low and the changing patterns of jobs and services has made access to and from them more difficult.

5.15 The changing pattern of land-use also has had an impact on the balance of facilities and services within local centres. There has been a trend towards local specialisation, which can have either a beneficial impact – for example the strengthening of Didsbury Village as a leisure-focused centre – or negative impacts, such as the narrow range of local shops in Hattersley or Wythenshawe.

5.16 Turning to public transport, since bus deregulation there has been an increasing focus of bus service provision on a commercial core network. The commercial core is defined geographically – it is the main radial routes into Manchester City Centre and a number of key orbitals. It also has a temporal dimension – it refers to services between approximately 7am and 7pm on weekdays. There has been a decline in service provision to destinations off the commercial core, and in the evenings and on Sundays. Furthermore, traffic congestion makes routes that otherwise could be commercially viable not so, creating a Catch-22 situation where an alternative to car that may contribute to the reduction of congestion actually becomes non-viable due to congestion and its removal may, in turn, actually worsen congestion further. The changes in the patterns of commuting and other trip making patterns also have had the impact that travel in some historically strong corridors has declined, leading to a reduction in service and hence reduction in access to employment opportunities remaining in these corridors. An example of this is services from east of Hyde to Manchester which are now a shadow of those provided twenty years ago. There has been a growth in orbital bus services, but these are strongly and detrimentally affected by congestion.

5.17 There has been a significant decline of rail quality of service both in terms of the reliability of the service, the quality of rolling stock on some lines and the quality and facilities provided at stations. This applies particularly to Marple/Romiley via Hyde and via Bredbury and Brinnington services. Notwithstanding the new rolling stock on the Glossop/Hadfield line, reliability, punctuality and station environments on that line all leave room for improvement. Overall, there has been some recent improvement and this has contributed to a reverse in the decline of peak hour patronage. Committed developments by both Railtrack and the train operators are anticipated to continue this trend.

5.18 There is very little cycling in the study area. The perceived danger from road traffic and poor level of facilities are a major deterrent to cycle use. The responses to the questionnaire that accompanied the first newsletter revealed a much greater concern about the safety of cyclists than its use or mode share may suggest should be the case. Safety concerns suppress cycle use, but so does the lack of secure storage facilities, for example, at railway stations for which cycling could be an attractive access mode for many. Few opportunities, however, have yet been identified for cycle facilities in the study area.

5.19 There are a number of institutional problems facing the study area. The intra-authority competition for public and private sector investment and development is deleterious to strategic land-use and transport thinking. The impacts of land-use development

proposals have been considered in isolation rather than as a whole. That the conurbation and consequently its travel patterns straddle the Greater Manchester/Cheshire boundary also creates problems due to the differing statutory functions of the respective local authorities and their different focus. A good example of this is the different ability to subsidise and promote rail and bus services. The Regional Planning Guidance, when complete, will provide direction on land-use policy at a strategic North West level.

5.20 On environmental issues, it appears that the biggest immediate problem relates to air quality in the study area's town centres as well as local concerns about kerb-side pollution.

Issues and Constraints

5.21 The main issues and constraints facing the study are now reviewed. These form the context within which the study was undertaken and the strategy and implementation plan was developed. Some of the issues are within the scope of the strategy to influence directly, others would require action from Central Government which the study could seek to encourage or influence.

5.22 The study considered recent changes in the legislative and institutional environment. In particular the provisions of the 2000 Transport Act which have, *inter alia*:

- created the Strategic Rail Authority (SRA) with its remit to promote the rail network more actively;
- amended the relationship between the Passenger Transport Authority (PTA) and Government with respect to rail services;
- placed on a statutory basis bus Quality Partnerships and Quality Contracts;
- placed on a statutory basis the Local Transport Plan process; and
- enabled local authorities to raise transport-hypothecated revenue through road user or workplace parking charging mechanisms.

5.23 The application of the Competition Act to transport operators remains an untested issue. It is as yet unclear how far operators can co-operate with each other without breaching the Act, for example, to promote bus priorities or ticketing initiatives which may have a *de facto* impact on the ability of other firms to enter a market.

5.24 A further issue is that the recommendations of SEMMMS will be considered by the Regional Planning Conference (RPC), and if appropriate may led to the revision of Regional Planning Guidance. The RPC will have to consider prioritisation of infrastructure development across the whole of the North West, and notwithstanding the findings of SEMMMS, may identify greater short term priorities for investment elsewhere.

5.25 There are potential changes in the position of local government: for example, directly elected mayors, with the ability to tap a significant revenue stream from charging

mechanisms, could significantly accelerate the rate of change of the transport provision and its influence on land-use patterns and the urban fabric.

5.26 The study also considered a number of institutional issues such as the relationship between South East Manchester and the rest of Greater Manchester, and Greater Manchester and the rest of the North West. The study faced the fact that scarce infrastructure capacity has been the focus of other initiatives which may not share the immediate objectives of this study, in particular:

- the West Midlands to North West Conurbations multi-modal study ("MidMan") with its focus on longer distance movements on the strategic road and rail network;
- South Pennine Integrated Transport Strategy (SPITS) looking at movements to, in and through the Peak Park;
- the upgrade of West Coast Main Line (WCML) increasing capacity and running speeds for London-bound inter-city services;
- the national promotion of rail freight and associated need for rail capacity for longer distances services (potentially in "competition" with that for local, inter-regional and national passenger services); and
- passenger rail re-franchising, leading to commercially driven service changes, competing demands for limited capacity and perhaps infrastructure developments.

5.27 There are also two constraints to note. First, it is the presumption that the strategy derived by this study will be applied in the main by the local authorities and the PTA through the Local Transport Plan process, but with potential roles for the Highway Agency and Strategic Rail Authority. This presumption contributed to defining the appropriate scope and scale of the interventions within the strategy and the speed at which they can be implemented. It also indicated a requirement for cross-authority co-ordination during the implementation stage.

5.28 The second constraint to note is that, even with the Government's commitments in the Ten Year Plan to fuel the outcomes of the multi-model study process, there will remain competition for Government resources. There are implications relating to the scale of the strategy as well as the timing of the interventions. Moreover, there remains a requirement that each significant measure recommended by the study will need to pass through the statutory process (with potential public inquiries) as well as being shown to provide value for money on a case by case basis.

5.29 There are a number of issues facing the study relating to land-use and development prospects, these include:

- Manchester's Objective 2 status for EU grants from the European Regional Development Fund (ERDF);
- the role of "initiative" budgets (e.g. SRB);
- the impact of East Manchester regeneration;

- the pool of new developments within and adjacent to the study area represented by unimplemented planning consents;

- greenfield *vs.* brownfield development; and

- the status, and influence over development prospects, of environmental designations.

5.30 The land-use impacts of potential charging regimes such as road-user pricing or work place parking charges remain an unknown.

5.31 The study area topography and built environment limits the potential for new infrastructure provision as well as on-line improvements to existing infrastructure. Furthermore, without any significant changes in traffic patterns the predominantly single carriageway road network places constraints on the opportunity to transfer road space from car to public transport or cycle use.

5.32 The future role of the Airport and Airport-related development is a major issue. Specific issues include uncertainty about the pace and nature of its development, its potential to dominate and perhaps even over-heat the local economy and, from some quarters, there are environmental concerns. Current forecasts suggest that by 2015 the Airport will be catering for 40 million passengers per annum.

5.33 Probably one of the most significant issues for the study is the established travel habits and expectations of the study area's population and whether their expectation is that these can continue as now or that change is needed. Change can come about in two ways. It can be either passive as residents respond to new land-use developments and economic patterns, or proactive as people adjust their travel patterns aware of their contribution to the overall travel problem and/or to take the opportunities offered to them by technological change.

Opportunities

5.34 Much of the study area falls within Greater Manchester and the GMLTP has established a clear direction for land-use and transport planning in the conurbation. It promotes the development of existing town centres and brownfield sites over greenfield development. It establishes a public transport focussed approach to promoting the conurbation's competitiveness and local economy and to tackling congestion and it recognises the regional importance of the Airport. It has been demonstrated that this approach is consistent with the Objectives of the Cheshire LTP and draft Regional Planning Guidance.

5.35 The promotion and development of Manchester City Centre and the established town and local centres within the study area represent a major opportunity. Notwithstanding the decline in some radial bus services and the poor standard of some rail links, the city centre remains the single destination that is accessible to almost all residents of the study area by public transport. The promotion of the regional centre combined with the development of radial public transport as underpinning the GMLTP strategy is *prima facie* entirely consistent in contributing to addressing the problems and issues of the South East Manchester area.

5.36 The established town and local centres within the study area represent the foundation of a sustainable urban structure, providing jobs and services close to where people live. Their promotion therefore represents an opportunity for the study. Similarly, returning brownfield sites close to established centres to use, depending on the use proposed, is an opportunity to promote more sustainable development patterns. The conversion of existing industrial buildings within the current urban fabric into residential use rather than new housing being provided by greenfield construction is a further opportunity.

5.37 As well as being an issue for the study, the Airport provides a significant opportunity. The growth of the airport to be the international hub for the North will contribute significantly to the attainment of the vision for Manchester as expressed in the GMLTP. Moreover, the resources available to the Airport company make it a vehicle for promoting wider investment in new transport infrastructure and services which have the opportunity to be beneficial not just to the Airport but also to the wider community. An example is the construction of the new Ground Transport Interchange which is underway at the Airport and will lead to improved public transport access for passengers and employees as well as interchange opportunities for South Manchester residents. The projected employment growth at the Airport will provide a substantial injection into the local economy.

5.38 Despite there being a number of capacity bottle-necks, much of the study area's rail network is under-utilised. Opportunities exist to promote new passenger and freight services. There are also a number of lightly used (e.g. Guide Bridge–Reddish–Stockport) or disused alignments where there is an opportunity to reintroduce operation. The upgrading of WCML presents the opportunity to address some capacity bottle-necks as well as enhancing the service between Wilmslow and Macclesfield and the city centre. A number of opportunities exist to extend or enhance existing and develop new rail based park and ride.

5.39 The success of Metrolink Phase 1 has demonstrated the contribution that light rail can make. Already consultation has been undertaken on the potential extension of Metrolink to Stockport and the opportunity exists to develop further extension proposals. The established bus Quality Partnership and (potentially) Quality Contracts offers the opportunity to co-ordinate information and marketing and provide consistency in the quality of the product on offer. The Quality Contract approach may provide the opportunity to increase the level of service away from the non-commercial core. However, the scope to introduce Quality Contracts is limited and, presently, it must be shown that all other approaches have been exhausted before the Secretary of State will entertain an application to implement the Quality Contract provisions of the 2000 Transport Act. More efficient methods of fare collection are another major opportunity for improving bus services. The present 'pay as you enter' system, using a finely graduated fare scale, contributes to bus service delays.

5.40 The natural extension to the bus Quality Partnerships is the integration of bus, rail and Metrolink both physically and in their use through fares, ticketing (using smartcards for example), services and information.

5.41 The scale and extent of the problems and issues facing the study area means there is the opportunity to develop proactive restraint mechanisms to replace the localised and inequitable restraint through congestion that it is argued occurs presently. Restraint

does not necessarily mean charging mechanisms, although this is an opportunity especially given its potential revenue raising contribution. The rigorous enforcement of existing and new parking regulations and the balance between short and long stay parking are available restraint mechanisms, as is the tightening of parking standards associated with new developments.

5.42 Contrasting with the issue of the expectations of people to continue their existing travel behaviour is the opportunity offered by the growing awareness of the consequences of individual travel decisions. This awareness may, depending on the individuals concerned, be due to genuinely altruistic concerns about macro and local environmental impact or the impact on health of pollution, or alternatively may be due to purely individual concerns about the personal time and cost incurred by travelling on congested roads. Either way, there is the opportunity to encourage and influence a change in travel behaviour. Already local authorities in the study area and the Airport have taken a lead in promoting Travel Plans (*née* Green Transport Plans) and the former are piloting initiatives such as safe routes to schools. Further opportunities are available exploiting technological developments to facilitate innovations.

6. DEVELOPMENT OF STRATEGY OPTIONS

Introduction

6.1 In Phase 1, the objectives (Chapter 4) for the South East Manchester transport strategy were defined in detail and the problems, issues and opportunities (Chapter 5) for the study area identified. The objectives for the study area were not limited solely to addressing congestion. Each social group and locality within the study area faces a range of problems associated with public transport, walking and cycling as well as those which are traffic or land-use development related.

6.2 There were two consequences of the defined objectives and wide-ranging transport problems in the study area. The first was that the strategy had to be multi-dimensional: a strategy that focused only on the congestion problem would address some of the problems experienced by some of the study area's population some of the time. The strategy had to contain elements that seek to tackle transport-related problems of *all* study area residents irrespective of their geographic location or socio-economic status.

6.3 The second consequence was that the multi-faceted objectives, when considered in concert with the wide-ranging problems, meant that the number of potential strategy options was large and the interaction between different strategy elements complex. Recognising this complexity, to help to develop the strategy options that were assessed during the Phase 2 process, the study team adopted a tool for structured decision making known as *strategic choice*. This offered a framework and process within which complex and inter-related planning decisions could be disentangled and simplified, yet without becoming too simplistic as to be meaningless. It also offered a method for the participation of the study's Steering Group at key stages in the process and provided a mechanism to develop consensus on particular issues and, importantly, highlight areas where there was not consensus and technical work was required to inform the process.

6.4 It was important to recognise that if it is to be successful, the recommended strategy must encompass all modes of transport and needs to address policy and management as well as the development of new infrastructure and services. However, the study had a specific remit to consider the role of the three trunk road proposals that had been removed from the Highway Agency's programme and placed on hold. It was therefore necessary for the strategy testing in Phase 2 to consider explicitly the potential contribution to a balanced strategy of the remitted road proposals, as well as how variants, principally roads on similar alignments specified to more modest design standards, might form part of the strategy. Moreover, as part of the draft Regional Planning Guidance (RPG), the North West Regional Assembly has established a spatial and transport strategy for the Region; the strategy developed by this study must complement and support regional policy.

6.5 As shown in Chapter 4, the study's objectives were adapted from those which underpin the Greater Manchester Local Transport Plan (GMLTP). It was shown that the derived study objectives are consistent with those which underpin the (draft) Regional Planning Guidance and the Cheshire and Derbyshire Local Transport Plans. The GMLTP

objectives, and so by definition those adopted by this study, are intended to act against the decentralisation experienced in the Manchester conurbation in the last 10 to 15 years. Consequently, the SEMMMS (and GMLTP) objectives point naturally towards improved public transport services:

- on radial routes to the city centre;
- to established town centres such as Stockport, Wilmslow and Macclesfield;
- to brownfield development sites such as the East Manchester Regeneration Area just to the north of the Core Study Area; and
- to the Airport.

6.6 Without prejudging the findings of the study, it was apparent at an early stage that provided they could be implemented at reasonable cost, provide good value for money and have an acceptable impact on the environment, public transport options would perform well against the defined objectives. Similarly, it was apparent that potential strategies with a significant public transport component were likely to perform better than those which were road dominated. However, as it would not address some of the worst local congestion problems, a public transport only strategy would be unlikely to have the necessary balance of addressing the problems faced by each of the study area's residents. These considerations underpinned the strategy development process.

6.7 A final consideration when developing the packages to be tested in Phase 2 was the need to remain focused on the strategic issues. For each element of the recommended strategy there was the requirement that there was confidence with its feasibility and the projection of any associated capital or on-going expenditure. However, to meet this requirement, it was not necessary to define every scheme or proposal in detail. For the recommended measures this will be a task for the implementing authorities, which in this case are primarily GMPTE and the study area local authorities, potentially working together with local transport operators. The implementing authorities will need to undertake scheme development including obtaining statutory approval, funding and appropriate detailed consultation; it is during this implementation stage that more detailed assessment will be required. Of the proposals put forward to be considered by the study, some had been defined in more detail than others. This was expected, but led to a requirement in the Phase 2 work programme that some development and pre-feasibility work be undertaken for some of the proposals the study considered. Thus it was ensured that each proposal considered could be said to be broadly feasible and could be costed.

Option Definition Process

6.8 The process of option definition was undertaken throughout the latter stages of Phase 1 and the first half of Phase 2 study. The process commenced by seeking inputs from Steering Group members regarding potential schemes to be assessed. Their inputs were supplemented by suggestions that arose during the Phase 1 participation and consultation exercise. A significant number of proposals was put forward and the number of potential combinations of options was large, indeed much greater than could possibly have been assessed and appraised by this study. As noted above, the

structured decision making technique strategic choice was used to sift the combinations of proposals prior to the development of potential alternative strategies for detailed modelling and appraisal.

6.9 In summary, the steps within the option definition process were:

(i) define, in broad terms, what decisions had to be made when developing the transport strategy and within these *decision areas* what the options were;

(ii) assess which options within a particular decision area were compatible with each other and then extend this process to see which options in a particular decision were are compatible with options in other decision areas. The compatibility of an option with another is simply an assessment of whether two options can be implemented together. It is *not* an assessment of the contribution of an option (or pairs of options) to achieving the study's objectives. The compatibility assessment of options is a relatively simple way of filtering infeasible or nonsensical combinations of options;

(iii) with the combinations of options that remain after the compatibility assessment, sift the options to identify which were likely to contribute most to the strategy and which were likely to contribute the least, based on an *a priori* assessment;

(iv) using the modelling system to contribute to a more formal appraisal of strategic options, assess which had the greatest attainment of study objectives.

6.10 The process which was adopted had the necessary flexibility when required, to return to the definition of the decision areas and the options within each decision area. It is also important to note that the modelling system allowed further information to be gained on the impacts of new infrastructure, as well as impacts of changes to the study area's current transport infrastructure and of potential pricing measures. There were, however, a number of potential strategy components for which the modelling exercise did not provide any or all of the information required. In such cases, the appraisal was informed by other research and/or case studies. The appraisal methodology (NATA) offers the mechanism for their inclusion in the appraisal framework.

6.11 In the remainder of this chapter, the defined decision areas are described along with the options within each area and the assessment that was made prior to model testing of option compatibility. Frequent reference is made to the *do-minimum*, this is the package of measures for which there is already a commitment to fund and implement. A more detailed definition of the do-minimum and its component elements given at the end of the Chapter. Also at the end of the Chapter, the process of developing a strategy from the identified options is also summarised.

Developing Strategy Options – Decision Areas

6.12 The development of a strategy required that a number of complex and interrelated decisions be taken. The concept of *decision areas* facilitates the distillation of the whole array of possible decisions into a number of discrete headings and, under those headings, defines the choices that have to be faced. The objective was for each of the

options within a decision area to be defined so they were as discrete (or mutually exclusive) as possible. Also, in a study of this nature, it was important for the decision areas to concentrate on the strategic choices that had to be faced, rather than focus on unnecessary and potentially confusing detail.

6.13 The decision area definition was initiated by the Steering Group at a workshop facilitated by the consultants. At the workshop, the linkages between decision areas were also explored. The definition of the decision areas and the options within these were then refined as more research became available. A *decision link* is a working assumption on which decision areas are most strongly related. The defined links do not have an implication about which direction a relationship is or any assumption on the sequence of a number of links. From the definition of decision areas and then the linkages between them, it became clear that of the large number of possible decision areas put forward, a smaller number of highly linked decision areas were key to developing the South East Manchester transport strategy and these were, in no particular order:

- transport change – the role of a whole range of short and long term measures aimed at reducing the impact of the car and addressing car dependency;
- public transport, itself sub-divided into decision areas on Metrolink, rail and bus;
- the future of the trunk road proposals that were remitted to the study along with other new proposals;
- the use of existing road space (including its potential reallocation from road traffic to other modes) and within that context the potential role of traffic restraint; and
- how freight movements are accomodated.

Transport Change

6.14 The Transport Change decision area has a wide definition and encapsulates a range of measures that seek to influence travel behaviour and travel patterns. Transport Change measures have a time dimension and they have a dimension related to the nature of the intervention. By this we mean:

- *time* – some interventions can be introduced and have their impact in a short time while others take many years implement or to have an impact. An example of the former could be real time information where public transport users experience the benefits very quickly. An example of the latter could be changes to land-use policy where it may take many years for the benefits of the policy change to be experienced;
- *nature* – some Transport Change interventions are essentially passive, for example improved public transport information (timetables, maps etc.) which allows users to make more informed decisions. Other interventions are more pro-active; Travel Plans are a good example of schemes where local authorities and business actively work together to change how people behave by interacting directly with them. Clearly, there is a whole spectrum of measures between totally passive and very pro-active.

6.15 It should be noted that many of the options described under each of the other decision area headings explicitly include Transport Change type measures; for example, rail station enhancement may include the installation of real time information while Quality Bus measures may include improved information at bus stops. The Transport Change area refers to measures over and above those included as an inherent part of other decision area options.

6.16 For the Transport Change decision area, four broad options were defined for consideration as potential strategy elements and these are summarised in Table 6.1. Examples of potential measures which might comprise each option are given in Table 6.2.

Table 6.1: Transport Change Options

Code	Option
TC1	Do-Minimum – continue with existing policies and initiative
TC1+	Do Minimum+ - modestly enhance existing policies and initiatives
TC2	Medium Intervention
TC3	Large Scale/Widespread Policy driven intervention

6.17 Early in the Phase 2 study, the Steering Group took the view that the do-minimum Transport Change option (TC1) was not sufficient in its scale of intervention for any outturn strategy that may be recommended by this study. There was a recognition that any strategy should include a significant up-rating of passive and pro-active Transport Change measures. It was also clear that while Table 6.2 gives examples of possible Transport Change measures, there is no single model of Transport Change that can be applied to the study area. It became clear early in Phase 2 that the recommended Transport Change measures should be tailored to maximise the benefits (or minimise or ameliorate any localised negative impacts) of other strategy components.

Metrolink

6.18 The extension of the Metrolink system from Trafford Bar (on the City Centre to Altrincham line) to Manchester Airport is regarded as a committed scheme and forms part of the study's do-minimum. GMPTE anticipates that the Airport extension will be operational from 2005. Prior to the commencement of the SEMMMS process, GMPTE, working with Stockport MBC, initiated the development of proposals to extend Metrolink further from Hough End on the Airport Line to Stockport via East Didsbury. Following a very supportive public consultation exercise, GMPTA has resolved to continue the development of the Stockport extension proposal and start the process of gaining powers to construct the proposal using the procedures of the Transport and Works Act.

Table 6.2: Transport Change Options – Example Measures

	TC1 – Do Minimum	TC1+ – Do Minimum Plus	TC2 – Medium Intervention	TC3 – Large Scale/ Widespread Policy driven Intervention
Public relations campaign Promote an understanding of the nature of the transport problems facing us and the means of solution – behavioural change "soft" measures as well as conventional "hard " solutions	Develop CD-Rom of study findings and analysis and circulate to schools and interest groups. Introduce as part of information campaigns. Involve public through LTP ongoing public involvement process. Target - make 5% of population aware of the need for behavioural change in local travel. Awareness raising only through campaign activity. Baseline monitoring of attitudes and widespread representation back to the public.	As TC1 plus introduction of school curriculum initiatives to illustrate problems and behavioural solutions. Step up LTP public involvement process and demonstrate that significant proportion of population (say 10% - 20%) knows of the issues. PR campaign also to target key areas of potential mode shift and seek to promote that. Monitor this change and ensure reported back to public.	Introduce measures such as travel blending, living neighbourhoods, to ensure practical introduction of participatory involvement of people. Look to make 30% aware of need for behavioural change that affects their travel. PR campaign to focus on several areas of mode shift with associated initiatives to increase take up. Campaign specifically to monitor media representation of passenger transport solutions – responding quickly to negative comment and promoting good practice/positive news stories. Monitor and aim to improve perceptions of PT.	Set targets such that the local transport debate is much more alive and maintain ongoing PR campaign designed to promote transport change in key areas. The objective is to achieve mode shift and to ensure that such change is reported back to people through the popular media. The aim is for over 50% of population to be aware of transport change going on and reason for it and for over 30% to realise it includes them. Monitor through quantitative surveys and qualitative research.
Company Travel Plans	Local authority respond to approaches regarding travel plans by offering help in their development	Local authorities have a policy to encourage all companies over a certain size (e.g. 100 employees) to have a Travel Plan	Local authorities have a policy to encourage all companies to have a Travel Plan	The local authority would have a policy to make travel plans obligatory on all employers.
School Travel Plans (including Safe Routes to Schools)	As Above	Local authorities have a policy to encourage all LEA administered schools to develop travel plans	Local authorities require all LEA administered school to have a travel plan. LAs encourage independent and tertiary establishments to adopt travel plans	LAs do their utmost to ensure al educational establishments have travel plans
Local Authority Travel Plans	All local authorities have a Travel Plan in place	All local authorities have a Travel Plan in place that has set realistic targets and has a monitoring plan in place	All local authorities have a Travel Plan in place and are achieving their targets on an annual basis	All local authorities have a Travel Plan in place and are achieving their targets in an annual basis, and are the 'leaders' for other employers in the area
Hospital Travel Plans	This could be the same as for local authority above	This could be the same as for local authority above	This could be the same as for local authority above	All hospitals have a Travel Plan in place and are achieving their annual targets, and are an exemplar for other hospitals in the country

	TC1 – Do Minimum	TC1+ – Do Minimum Plus	TC2 – Medium Intervention	TC3 – Large Scale/ Widespread Policy driven Intervention
Higher Education Establishment Travel Plans	This could be the same as for local authority above	This could be the same as for local authority above	This could be the same as for local authority above	All higher education establishments have a Travel Plan in place and are achieving their annual targets, and are an exemplar for other higher education establishments in the country
Travel Blending with residents	No action	No action	Travel Blending would be introduced to key residents in the community	Travel Blending would be introduced to all residents in the community
Green Prescriptions	No action	No action	Local GPs would be encouraged to provide green prescriptions to visiting patients	Local GPS would have to provide green prescriptions to visiting patients
Local Information (services/ products/ activities in local area) booklets	No action	A booklet would be prepared and distributed from key local centres, e.g. local authority, libraries, doctor's surgeries, estate agents and so on. It would require an annual review programme to ensure all information was up to date.	The same booklet would be prepared and distributed to all residents in the community in addition to being available from key local centres.	As for TC2
Curriculum Unit to Promote Behavioural Change in Secondary Schools	No action	No action	Introduce curriculum unit to raise awareness and change behaviour of school children in all secondary schools in area	Introduce curriculum unit to raise awareness and change behaviour of school children to all secondary and primary schools in area
Prepare Public Transport Journey Planners	No action	Prepare planners to take people from their home street to local centres, such as shopping centres, schools, leisure centres and so on.	Work with employment centres to promote preparation of personalised journey planners for staff from home to work.	As for TC2
Travel Awareness initiatives	All local authorities to initiate general awareness campaigns	Work to promote awareness in specific locations: schools, workplaces, colleges, hospitals, leisure centres and so on	Link local awareness initiatives in TC1+ to national campaigns such as "are you doing your bit?" and "Don't Choke Britain"	Monitor the effectiveness of all travel awareness programmes in the area on an annual basis and adapt the programme in response.

	TC1 – Do Minimum	TC1+ – Do Minimum Plus	TC2 – Medium Intervention	TC3 – Large Scale/ Widespread Policy driven Intervention
Parking Standards	Ensure up to date information data base on provision and policy of supply across the area	Maintain database and adapt policy to reduce impact of long term parking – especially in public realm. Ensure priority in shopping areas to short term parking provision. Introduce parking plan to manage provision and charging over time.	Introduce tougher pricing regime targeting traffic at peak times on critical parts of the network. Look to share parking management/ regime information further a field. Participate in wider area parking management plan.	Stringent controls on parking associated with new development. Publicly controlled parking charges set to discourage car use.
Flexible or Stepped Working Hours	Look to introduce demonstration projects through councils	Establish awareness raising approach through travel awareness campaigns. SEMMMS Flexible working strategy	Introduce as part of travel plans and promote through travel plan network	Establish a SE Manchester flexible/stepped working plan, integrated with travel plans across the area and taking into account critical movements and demand patterns.
Timetables/Information	Achieve today's targets for printed timetable and mapping information availability at stops, interchanges, and other important points in the transport network.	Set targets to improve on today's. Simplify PT system and its representation to inspire confidence in non-users, casual users. Begin to promote more extensively. Consider improvements to telephone, real time and electronic information systems using market analyses to select investment strategy.	Establish targets for information provision/dissemination that address the needs of the casual user (as well as the captive/regular user) and the aspirations for mode shift Achieve those targets. Establish demonstration/research projects to explore/plan programme of change/improvement to electronic/real time information systems – throughout the system	By when can you achieve real time information available in the home the workplace and on the phone and through email? Establish targets and go for them.
Urban Regeneration	Continue with current development policy	Modest investment to target easily addressed deficiencies in the urban fabric that act against use of local centres	Alternative investment to address some of the most obvious local problems	Wholesale urban regeneration initiatives across the Study Area

6.19 In the course of the Phase 1 study, proposals were made to extend Metrolink further. The broad options identified were:

- beyond Stockport, to the east towards Brinnington/Bredbury and/or to the south along the A6 corridor;
- beyond the Airport towards the east following, at least initially, the protected alignment of the Manchester Airport Link Road West.

6.20 A pre-feasibility assessment was undertaken to inform the definition of Metrolink options to be considered by the study. Based upon this work, the defined options for consideration are given in Table 6.3. It should be noted that the pre-feasibility work identified a further option to those noted above linking Stockport to the Airport using for part of its length the (committed) Airport and (proposed) Stockport extensions and this too was included in the Metrolink options considered by the study.

Table 6.3: Metrolink Options

ML1	Stockport – stand alone
ML2.1	Beyond Airport version 1 = Airport – MALRW - Wilmslow
ML2.2	Beyond Airport version 2 = Airport - MALRW – Poynton
ML3.1	Beyond Stockport version 1= to Rose Hill via Brinnington/Bredbury
M3.2.1	Beyond Stockport version 2 = to Hazel Grove via A6
M3.2.2	Beyond Stockport version 2 = to Hazel Grove via New Mills to Heaton Mersey Line
ML4	Stockport – Airport Extension (Wythenshawe Loop) via New Mills to Heaton Mersey Line

6.21 In terms of option compatibility, clearly it is not possible to develop a Metrolink line beyond Stockport prior to the completion of the line from Hough End to Stockport. Options ML3.1, ML3.2.1 and ML3.2.2 therefore comprise option ML1 as an integral component. Other than that, extensions beyond Stockport and the Airport are compatible with each other and as such can be assessed independently.

6.22 It should further be noted that:

- options ML2.1 and ML2.2 require either "reduced" trunk road options or "no" trunk road options along the MALRW alignment (see Roads decision area below);
- for Option ML3.2.1 (which uses the A6) there are implications relating to the use of road space and trunk road options. It could only be implemented in conjunction with proposals for a new road along the A6(M) alignment that results in a significant reduction traffic along the A6.

Rail

6.23 The identified options within the rail decision area are listed below and enlarged upon in subsequent paragraphs:

- enhance radial rail services;
- enhance orbital rail services;
- enhance Airport related services;
- capacity enhancements and service patterns on the approaches to Manchester's Piccadilly and Victoria Stations (the "Manchester Hub");
- the degree to which stations are refurbished; and
- the role of rail park and ride.

6.24 For radial rail services, the options were:

- continue with the do-minimum service;
- enhance radial rail services insofar as possible within the Manchester Hub capacity constraints (which are outside the study area). This may include some infrastructure works within the study area;
- develop an 'urban metro' system with each radial line in the study area offering a minimum service of 4 trains per hour (tph). This is a reflection of GMPTE's preferred policy direction.

6.25 For orbital rail services, the options were:

- the do-minimum;
- develop orbital rail services (and interchanges with radial services) within the capacity constraints of existing infrastructure;
- develop orbital rail services (and interchanges) requiring new infrastructure, which could be new capacity on existing orbital lines, improved junctions where orbital lines cross radial lines, new chords or even new build.

6.26 An expanded orbital rail network could include:

- local services on the Stockport to Altrincham Line (with new stations) and the reinstatement of local services between Stalybridge and Stockport;
- the construction of a new line from the intersection of the Manchester Airport spur and Styal Line to the West Coast Mainline (WCML) via the MALRW alignment (the "Eastern Link").

6.27 For Airport services, the identified options were:

- the do-minimum – develop insofar as possible within existing infrastructure constraints;
- construct the Western and Eastern Links from the Airport to open new opportunities.

6.28 For the Manchester Hub, the options within the decision area were:

- develop South East Manchester services within the existing constraints of Piccadilly Station and its approaches;
- address Manchester Hub capacity issues by infrastructure development and/or service pattern changes to Piccadilly and Victoria services.

6.29 The options for station refurbishment were:

- remedial work to introduce a consistent quality standard at *all* study area stations;
- major station refurbishment.

6.30 For park and ride the identified options were:

- no park and ride in the study area;
- the introduction of park and ride at key locations.

6.31 Although not only related to rail, an important aspect the study considered was the role of interchange between rail, bus and Metrolink as well as the accessibility of rail stations to pedestrians and cyclists.

6.32 The total number of combinations of options from the above is large. The compatibility assessment helped filter the number of options. The compatibility assessment was informed by documents such as Railtrack's Network Management Statement and GMPTE's rail strategy study, combined with findings from the (professional level) consultation and the study team's knowledge and experience.

6.33 The compatibility of assessment of rail options showed that:

- the Western Link from the Airport is compatible with all other rail options for South East Manchester. This means that this proposal can, on the whole, be considered independently of other options for South East Manchester and effectively be evaluated as a piece of stand alone infrastructure. Of course, it may be possible that the proposal conflicts with other options or proposals outside South East Manchester.
- for radial rail services, expansion to an urban metro type service can only be achieved if infrastructure developments and service pattern changes are undertaken at the Manchester Hub, principally affecting the approaches to Piccadilly Station.

- regarding orbital rail services, it was unclear as to what extent a do-minimum or expanded radial network is compatible with increased use of the orbital rail network. Of particular concern was the capacity of a number of key junctions. An urban metro radial rail network will reduce junction capacity for orbital services further and, without potentially significant infrastructure improvements, a radial urban metro and a significant orbital rail network appeared incompatible.

- for stations in South East Manchester there is a need to enhance the facilities provided so that all stations meet minimum defined quality standards. With little expansion in suburban rail services, there appeared no need for a programme of widespread major refurbishment over and above meeting minimum standards across the study area; it is not warranted by demand. This, of course, does not preclude local refurbishments tied in with development or major refurbishment at the most significant stations such as Stockport. Conversely, the development of an urban metro and radial rail network would suggest that, to secure the anticipated (and required) demand, simply raising quality standards at stations to a common level would not make them as comparably attractive to users as would improvements to the rail service. To realise the full potential demand more extensive refurbishment would be required.

- finally, regarding park and ride, there appeared to be incompatibility between constructing *significant* sites while operating the do-minimum radial rail network – for park and ride to make a significant contribution to the strategy, enlarged or urban metro radial services would be required. This does not mean, however, that car parks at existing stations could not be expanded or that any new stations that may be proposed should not have car parks.

6.34 The defined rail options which were taken forward for more detailed consideration are shown in Table 6.4.

Table 6.4: Rail Options

	RADIAL	ORBITAL	STATIONS	TERMINUS
R1	Incremental	Incremental	Improve	
R2	Incremental	Expanded	Improve	
R3	Urban Metro	Incremental	Major Upgrade	Piccadilly
R4	Urban Metro	Incremental	Major Upgrade	Piccadilly/Victoria Split
R5	Urban Metro	Expanded	Major Upgrade	Piccadilly
R6	Western Airport Link			

6.35 The terms defined in the table are as follows:

- *radial* refers to any service serving Manchester City Centre. *Incremental* improvement is an expansion of service level within the capacity constraints outside the study area (principally around the Manchester Hub). The urban metro concept is a minimum 4 trains per hour (clockface) service on each radial route in the study area. Such as enhancement would require additional capacity to be provided in the Manchester Hub;

- *orbital* refers to services that do not serve the Manchester City Centre stations. *Incremental* enhancement is expansion of service within existing capacity limitations – this could include new stations or works on orbital lines wholly within the study area. The *expanded* services would require major infrastructure provision, for example where radial and orbital lines join or cross each other or even the construction of new orbital links such as the Eastern Link to the Airport;

- *stations* - *improve* stations means implementing minimum level of service standards at all study area stations. By implication the minimum standards are higher than those experienced at least at some and possibly all study area stations at present. The *Major Upgrade* option refers to a significant enhancement of station facilities;

- *terminus* refers to the location of the City Centre station used in the urban metro option. There are a number of possible Manchester Hub proposals, some have all South East Manchester services using Piccadilly, some free-up Piccadilly capacity by re-routing a number of services to Victoria (*Piccadilly/Victoria* split).

Bus

6.36 A substantial package of quality bus corridors (QBCs) formed part of the 1999 Greater Manchester Local Transport Plan and funding was released for the programme in the December 1999 settlement. Further bus priority measures formed part of the 2000 GMLTP. Consequently, the introduction of quality bus corridors on a number of radial and orbital routes within the study area forms part of the do-minimum.

6.37 The options for the strategy that relate to the bus services and infrastructure were:

- in terms of the geographical coverage of quality bus corridors, either continue with the defined do-minimum or introduce additional/extended radial and orbital corridors;

- either implement quality bus corridors with the degree of bus priority similar to that of the do-minimum proposals or develop bus priority measures that allocate more road space to public transport at the expense of other road traffic;

- for bus based park and ride a number of concepts were put forward, these being to either:

  – have no bus based park and ride;

  – develop bus based park and ride to town and local centres in the study area;

  – develop more extensive bus based park and ride serving the Regional Centre as well as town and local centres.

- promote an increase in the level and quality to bus services across the study area regardless of whether localities were served by a high volume corridor or not.

6.38 Concerning the compatibility of the bus based options, extending the geographic extent of quality bus corridors and/or developing higher levels of bus priority are compatible with each other. Regarding bus based park and ride, to be attractive to current car users the assessment is that this is only compatible with an extension of the degree of priority given to bus. Due to the limited opportunities for the park on ride and the do-minimum corridors, an extension of the number of corridors served would appear necessary for bus park and ride to make a significant contribution to a strategy. This, however, does not rule out small local based initiatives around the existing corridors.

6.39 The defined quality bus options which were taken forward for more detailed assessment are shown in Table 6.5.

Table 6.5: Quality Bus Options

	CORRIDORS	QUALITY	P & R
QB1	do-min	enhanced	-
QB2	More	do-min	-
QB3	More	enhanced	-
QB4	more	enhanced	local
QB5	more	enhanced	radial
QB6	Area wide service improvements		

6.40 The terms used in the table are:

- *corridors* – the number of corridors on which quality bus measures are introduced. *Do-min* means quality bus measures are limited to the corridors defined as part of the do-minimum, *more* means quality bus measures are extended into either corridors;

- *quality* – the level of bus priority that is provided. *Enhanced* bus priority means transferring more road space to buses, and by implication reducing capacity for private cars, as well as quality improvements to the bus service *per se* (e.g. real time information, enforcement of priorities, information at stops etc.) in a similar way to the London Bus Initiative. *Do-min* means priority along the lines of that currently planned for introduction on the do-minimum corridors;

- *local* p&r is park and ride serving centres within the study area. *Radial* p&r is serving Manchester City Centre.

6.41 While, in principle, bus-based park and ride was deemed to be an option for consideration, in practice it was not possible to identify any significant site within the study area that could serve either the local or radial function. Hence bus-based park and ride does not form part of the outturn strategy.

Roads

6.42 Part of the remit of the study was to make recommendations on the three road schemes withdrawn from the trunk roads programme. It was natural therefore that one

of the key decision areas related to the role of road proposals along the alignments of the three schemes removed from the Highways Agency's programme. For each of the on-hold schemes, the A6(M) Stockport North South Bypass, the A555/523 Poynton Bypass and the A555 Manchester Airport Link Road West (MALRW), five broad options were defined. These were:

- the do-minimum, i.e. do not construct any road along the alignment;
- construct the road as proposed at the time that the scheme was put on hold;
- construct a road but to a lower specification than previously proposed. For example, this could be an at-grade single carriageway road as opposed to a grade separated dual carriageway;
- construct a scheme that had provision for both private cars as well as dedicated facilities for goods vehicles and/or public transport. The latter could be rail or road based. Keeping the proposals more or less within the protected alignments would mean that, by definition, such proposals would offer less road capacity than the original proposals now on hold;
- construct a scheme along the alignments that serviced goods and/or public transport traffic only. Such a scheme could be road or rail based.

6.43 Considering the road options in isolation, the compatibility assessment indicated that:

- constructing the A6(M), the Poynton Bypass and MALRW (i.e. all three schemes) was an option that should be considered as the current design of each was mutually compatible;
- constructing only one or two but not all of the A6(M), the Poynton Bypass and MALRW to the design previously proposed would simply amplify the existing traffic related problems experienced in the Hazel Grove, Poynton, Woodford, Bramhall, Handforth and Heald Green areas, the areas affected depending on the combination of schemes. As the impacts of traffic in these areas was one of the principal congestion-related problems identified during the course of Phase 1, such a result clearly acted against achieving the study's defined objectives;
- building lower capacity schemes along the alignments of the A6(M), Poynton bypass and MALRW was a viable combination of options. Here a lower capacity road scheme could be a conventional road or it could be a highway and dedicated freight and/or public transport facility adjacent to each other;
- it would be compatible to build a reduced scheme along the MALRW alignment and a reduced Poynton bypass without building any scheme along the A6(M) alignment. Careful traffic management in the Hazel Grove area would be required to ensure that the proposals do not exacerbate the traffic problems experienced in the locality;
- it would be compatible to build a reduced A6(M) proposal and not construct the Poynton bypass or MALRW. Again careful traffic management would be needed around Hazel Grove;

- not building any highway capacity on the A6(M), Poynton Bypass and MALRW corridors was an option that needed to be considered. This does not mean, however, that nothing needed be developed along the alignments. A freight and/or public transport only facility along the MALRW corridor or the A6(M) corridor were possible options. However, there appeared to be insufficient demand to warrant consideration of freight or road based public transport only proposals for the Poynton bypass alignment. Such public transport and freight options were considered as part of their respective decision areas.

6.44 From the assessment of the compatibility of trunk road options, five broad combinations of proposals were derived for consideration in Phase 2 and these are summarised in Table 6.6. The term *reduced* is used in the Table to indicate a road proposal with less capacity than the extant proposals for the three trunk road schemes. As noted above, a reduced scheme could simply be a smaller scale road proposal or a road and public transport/freight facility on the same alignment.

Table 6.6: **Summary Of Road Options**

OPTION	A6(M)	A555/523	MALRW
TR1	Yes	Yes	Yes
TR2	Reduced	Reduced	Reduced
TR3	No	No	No
TR4	No	Reduced	Reduced
TR5	Reduced	No	No

6.45 The discussion above has concentrated on the three road proposals remitted to the study for consideration. There are a number of other road proposals for the South East Manchester area:

- following the Government's trunk road review, a bypass proposal for Mottram, Hollingworth and Tintwistle is being developed by the Highways Agency. The work has been undertaken in parallel to and beyond the SEMMMS timetable, the implication being that this study needed to develop a strategy that could accommodate a Mottram Hollingworth Tintwistle bypass or, subject to the findings of the Highways Agency's work, be flexible enough to address the consequence of the proposal not proceeding. The decision whether or not to recommend proceeding with the Mottram Hollingworth Tintwistle bypass was not within the remit of this study. Recommendations to the Secretary of State on any Mottram Hollingworth Tintwistle bypass proposals will be made in due course by the Regional Assembly, informed by the findings of the Highways Agency;

- in their July 2000 Local Transport Plan, Cheshire County Council put forward for funding proposals for an Alderley Edge bypass. In the December 2000 settlement, DTLR stated that it did not yet have sufficient information to come to a view on whether the proposal should proceed and that further development work should be undertaken by the County Council. As the Alderley Edge bypass is a free-standing proposal designed to relieve the village of through traffic, and is anticipated to have

little interaction with the other schemes being considered by the study, it was included in the do-minimum plus option (defined in more detail later in this chapter);

- although not remitted to the study, it was suggested during the Phase 1 consultation and participation programme that SEMMMS consider proposals for bypasses of High Lane, Disley, Newton and Furness Vale. As the A6 is being detrunked, the implementation of any bypass proposals would fall to the local highway authorities, Cheshire County Council, Derbyshire County Council and Stockport MBC. Derbyshire County Council's position is that it would not promote a bypass of Newton and Furness Vale as it would be against its established policy. It was not within the remit of this study to propose changes to that policy and so such options could not therefore be considered. Cheshire County Council and Stockport MBC are willing to consider a bypass proposal for High Lane and Disley and so this formed an additional road option for the study. The bypass proposals considered were at a lower design standard to the now defunct Highways Agency proposals. While it was not within the scope of this study do develop a detailed alignment, a bypass need not follow the same alignment as previously proposed;

- parts of the M60, M56 and M67 pass through or form the boundary of the study area. The management of the motorways remains the responsibility of the Highways Agency and their management will be undertaken with regard to the national strategic function of the roads. Growth in strategic and more locally focused traffic is likely to increase pressure on motorway capacity. Within the SEMMMS Core Study Area, any widening beyond the established motorway boundary is highly unlikely. There may, however, be a need for capacity enhancements within the existing boundary (similar to the scheme introduced by the Agency on the M60 through Stockport in the latter half of 2000). Other interventions that may be considered include enhanced traffic management through measures such as variable message signing, ramp metering, temporary or permanent junction closures or the introduction of a "controlled motorway", i.e. variable but mandatory speed limits;

- the Highways Agency has initiated a study of the junction between the M60, M67 and A57 in Denton (the "Denton Interchange"), but their work cannot be finalised until traffic patterns settle following the opening of the M60. The Highways Agency's work will need to take into account the findings of this study.

Use of Road Space

6.46 The Use of Road Space decision area relates to how existing roads in the study area are used to support the attainment of the study's objectives. It has two facets: making best use of the current road network and either supporting or ameliorating local impacts of other strategy components. Five broad options were defined under the Use of Road Space decision area, these being:

- the do-minimum: continue with existing roads much as they are;

- a do-minimum plus: a co-ordinated but largely opportunistic review of the network to ensure its best use in meeting the study's objectives;

- make the maximum use of existing road space. This would entail a detailed review of kerbside parking and waiting, and junction layouts, and would involve rigorous enforcement. For convenience, this was called the 'red route' option adopting the name of a similar initiative in London; it is recognised, however, that a locally specific approach would be required;

- transferring road space to vehicles that have a high economic or social value. This could be public transport and/or freight and has clear linkages with the public transport and freight decision areas;

- transferring road space to non-motorised modes, i.e. enhanced facilities for pedestrians and cyclists, with the consequence of reducing road capacity.

6.47 The options described above each represent a common policy direction, but it is unlikely that any one option could be applied across the study area. More likely is a combination of different Use of Road Space options being applied in different parts of the study area to support other components of the strategy. To illustrate what potential measures may form options under the Use of Road Space heading, Table 6.7 details a number of road space related measures that may be adopted and Table 6.8 summarises the Use of Road Space options as well as noting what measures could make up each option.

6.48 A further potential measure considered under the Use of Road Space decision area heading was the introduction of a road user charging mechanism. The Association of Greater Manchester Authorities (AGMA) has an established policy in relation to road user charging. The introduction of road user charging in Greater Manchester will only be considered if:

- public transport alternatives to car travel are in place first;

- the economic impacts have been considered and are deemed acceptable; and

- a positive response is obtained from the public and business following consultation.

6.49 The AGMA policy has been developed for the whole of Greater Manchester and is based on a conurbation-wide introduction of any road user charging mechanism. The view was taken that as this study was looking at only part of Greater Manchester, it had to work within the established policy framework for road user charging. Consequently, the study has not considered as a feasible management measure the introduction of road user charging in South East Manchester independently to its introduction in the whole of the conurbation. As it was not in the study's remit to consider the merits or otherwise of the introduction of road user charging in the conurbation as a whole this too has also not been considered. In recognition of the fact that independently from this study and its resultant strategy, a conurbation-wide road user charging mechanism (of some description) may be identified as desirable sometime in the future, the study's modelling framework was used to undertake sensitivity tests of the impact of an example of such a scheme on the recommended strategy. The findings from the sensitivity test are noted in Chapter 8.

Table 6.7: Use Of Road Space Measures

	Measure	Alternatives	Objective	Road category	Cost	Impact on congestion	Comments
1	**Re-classify road hierarchy**		Remove traffic from unsuitable roads. Establish road hierarchy	All non-motorway roads	Minimal	None on its own	Requires re-signing of roads & possible re-engineering
2	**Re-signing**		Re-enforce road hierarchy	All non-motorway roads	Minimal	Limited on its own	Should be linked with option 1
3	**Re-allocate road space**		Provide for pedestrians, cyclists, public transport & manage network efficiently				Can cause controversy Requires sufficient road space Needs complementary policies
3a		Greater allocation for pedestrians	Provide safer routes	Urban roads	Pedestrianisation: high Widening footways: low-medium	Limited on its own	Pedestrianisation can cause controversy Widening footways takes space from motorised users Requires space
3b		Greater allocation for cyclists	Provide safer/direct routes	Urban roads	Relatively low	Limited on its own	Cycle lanes/tracks take space from motorised users Requires space

Measure	Alternatives	Objective	Road category	Cost	Impact on congestion	Comments
3c	Greater allocation for public transport (including taxis)	Provide bus priority & manage network efficiently	Radial routes into town centres	Medium	Partial	Bus lanes take space from cars/HGVs Requires space
3d	Greater allocation for freight	Provide priority for high value goods transport	Radial routes into town centres	Medium	Partial	HGV lanes take space from cars/buses Requires space
3e	3a & 3b Pedestrians & cyclists (i.e. vulnerable road users)	Provide safer/direct routes	Urban roads	Low-medium	Limited	See 3a & 3b
3f	3a, 3b & 3c Vulnerable road users & public transport	Provide safer/direct routes & manage network efficiently	Urban roads	Medium	Partial	May be difficult to provide priority for all three
3g	3c & 3d Public transport & freight	Provide priority for high value passenger & goods transport	Radial routes into town centres	Medium	Partial	See 3c & 3d

4	**Parking Control**		Reduce on-street car parking	Urban roads			
4a		Total ban on on-street car parking	Manage network efficiently & free road space		Low-medium	Strong	Can impact on local economy
4b		Time-limited ban on on-street car parking	Manage network efficiently & free road space		Low-medium	Partial	
4c		Type-limited ban on on-street car parking	Manage network efficiently & free road space		Low-medium	Partial	Can provide priority for loading/ unloading
4d		4b & 4c	Manage network efficiently & free road space		Low-medium	Partial	

Table 6.8: Use of Road Space Strategic Options

Option	Description	Components	Complementary Components	Comments
RS1	Do-minimum			Limited impact on congestion or on improving the efficiency of the road network
RS1+	Do Minimum +	1 & 2: Establish a routing strategy and road hierarchy	3a, 3b, 3c & 3d: Introduced on a coordinated, but essentially opportunistic basis	Aims at making best and most appropriate us of current network
RS2	"Red-route"	3c & 4d Provide bus priority measures	Traffic calming 3e	Would improve efficiency of the road network on radial routes
RS3	Economic value	3g Provide bus/HGV priority	4d or 4c	Would improve efficiency of the road network for public/freight transport
RS4	Non-motorised modes	3e	4a, b, c, d	Would improve access by vulnerable modes & safety

Freight

6.50 The final of the seven decision areas related to freight. The objective had been to derive specific sets of policy actions that could be combined with options from the other (passenger transport and road) decision areas in a way that was either complementary or sought to ameliorate adverse impacts of the current transport system or those that may occur as a result of other strategy components.

6.51 The study area, from a freight point of view, is essentially used for:

- goods transiting the area, mainly by road but also by rail, the latter mostly being maritime containers and construction materials, and
- dispersed collection and delivery of vehicle-loads, includinginal
- final delivery to retail outlets (HGV or van-loads).

6.52 From a strategic point of view:

- there are limited opportunities for new inter-modal facilities in the study area, compared with surrounding areas such as Warrington, and West Manchester. An inter-modal facility at Guide Bridge is a possibility;
- there are also limited opportunities for re-opening disused rail links compared will neighbouring areas to the east of the study area. The principal opportunity is the re-opening of the Woodhead line to traffic.

6.53 Although national or regional schemes such as Piggyback rail services to the Continent from a North West railhead, or a trans-Pennine link from Manchester to the Midland Mainline, could serve the interests of the study area by diverting through traffic, their development can only be influenced indirectly by this study. The development of an inter-modal facility in the study area or the re-opening of the Woodhead line are decisions that will be taken with regard to the regional and national interest. The onus on the South East Manchester study was to highlight any impacts on the study area and if appropriate develop a strategy that could accommodate them.

6.54 It was necessary, however, to ensure that the appraisal process tested the impact of passenger rail options for South East Manchester on the strategic rail freight proposals that are likely to benefit the study area. The priority was to maintain rail freight capacity on the north-west/south east routes from Manchester and Stockport via Disley to the Dove Holes quarries. It was also necessary to retain the option of moving long-distance freight from (or via) Manchester via Edale to the Midland Main Line as part of a strategy of relieving congestion on the West Coast Main Line.

6.55 It is also noted that the need for developing inter-modal traffic may best be served by developing a new site (outside the study area) to absorb growth currently focused on Trafford Park, or by improving access to Trafford Park (again outside the study area). Such options, however, are not in the scope of this study to develop. However, until these measures are in place, it is essential to maintain rail freight capacity on the line

connecting the West Coast Main Line to Manchester Piccadilly. It is also noted that there are a number of initiatives undertaken in parallel to SEMMMS that could lead to development of rail freight facilities and routes which would benefit freight currently passing through the study area.

6.56 The options considered for the freight element of the recommended strategy are reviewed below.

F1: Options to Accompany Do-Minimum Strategy

6.57 In terms of the freight decision area, the do-minimum strategy is essentially a continuation of existing policy measures. That is no specific interventions are made to support freight traffic or ameliorate its impact, although benefits may occur as a result of other do-minimum proposals.

F1+: Measures to Accompany a Do-Minimum Plus Strategy

6.58 The do-minimum plus option aims to include a range of freight-focussed actions that can be implemented in any strategy within the infrastructure provision of the test. For freight, measures would include:

- identification of suitable road freight corridors, supported by signing;
- improvement of road surfaces to reduce noise and damage to goods;
- use of freight-focussed traffic calming measures to reduce rat-running;
- partnership with Derbyshire quarry owners to encourage increased use of rail mode;
- promotion of rail-side development;
- promotion of rail freight grant initiatives;
- preservation or enhancement of existing rail freight capacity for through-traffic.

F2: Measures to Accompany Road Investment Options

6.59 Strategies involving the highest level of road investment need to contain two basic actions:

- to ensure that freight vehicles use the new roads, and
- to redress any incentive that the new roads may provide to divert traffic from rail to road.

6.60 Possible measures could include:

- enhanced freight corridors (either on new roads or as a feeder basis) containing dedicated freight lanes;

- greater restriction on freight use of minor roads e.g. speed and weight limits;

- development of rail network to support rail freight demand.

F3: Airport Freight Facility

6.61 In order to increase capacity at Manchester Airport, for both passenger and goods transport, freight activities could be moved to a separate freight facility, connected by a dedicated road or rail link. The facility would more than likely serve other Airport–related functions too.

6.62 This would involve:

- preparation of a site close to the existing airport;

- construction of a dedicated link to the Airport, probably using an existing alignment reserved for a transport measure.

F4: Land Use

6.63 The land-use options need to incorporate freight measures on the basis that:

- rail-side development encourages rail use, and

- direct rail access makes rail more competitive.

6.64 Therefore:

- the degree of freight generation/attraction and intensity of vehicle use need to be considered in any policy intervention;

- industrial and commercial zoning needs to be focused on sites with strategic road and rail access.

Developing the Strategy

6.65 In the light of the range of measures that needed to be considered when developing the recommended strategy, to aid the process of its development, the following were defined:

- the *do-minimum* – the package of committed schemes which would be implemented regardless of whether this study took place or not;

- a *do-minimum plus* scenario – largely a package of schemes for which there was a high likelihood of them being developed whether or not this study took place;

- six *strategy options* – the vehicle for examining the impact of potential strategy components.

- a *core strategy* – effectively an embryonic recommended strategy, which itself was the subject of demand forecasting and appraisal

The Do-minimum

6.66 The *do-minimum* comprised all schemes and proposals for which statutory powers exist to develop the proposal and the funding mechanism has been approved or funding is available. It also included schemes and proposals which it was believed are almost certain to gain statutory approval and for which funding is available.

6.67 The do-minimum therefore represents the additions to the transport network that will occur whether or not this study took place. It does not, however, represent an end-state for the South East Manchester transport network in twenty years time. There are other measures that in the absence of this study would have been developed and implemented in the next twenty years, but either have not gained statutory powers and/or funding (and so cannot attain do-minimum status), or have not even yet started the project development process. Obviously, it is not possible to identify what projects fall into the latter category. It is highly probable that some items which form part of this study's recommended strategy would have been implemented some time in the future even if the study had not taken place. What the study will have changed, however, is the timing of their implementation and/or their scale, which combined with their implementation, as part of a wider strategy will enhance the benefits that such measures will bring.

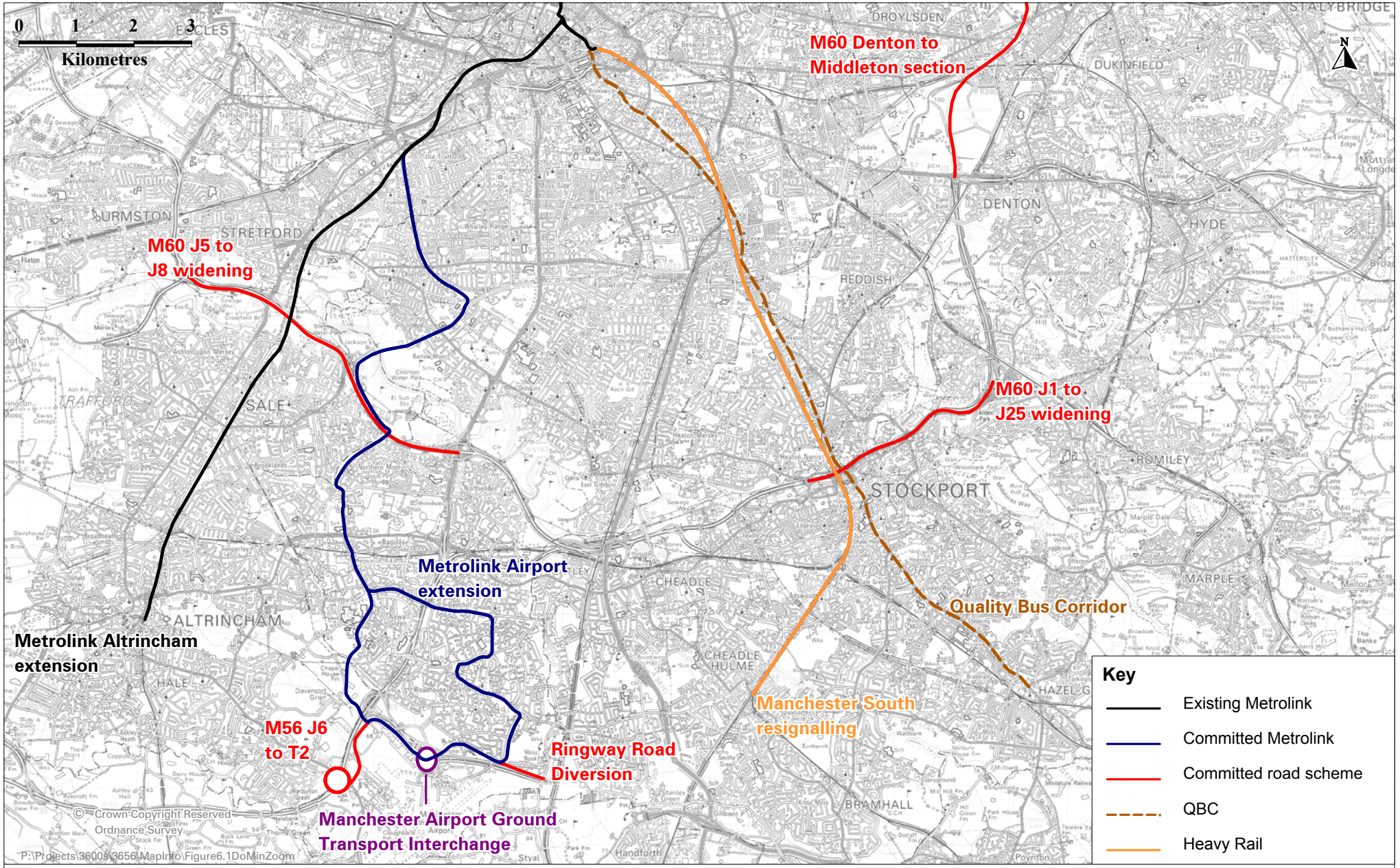
6.68 The do-minimum formed the base from which the recommended strategy was developed and against which the performance of the recommended strategy was appraised.

6.69 The do-minimum for the study was defined in consultation with the study's Steering Group. It is summarised in Table 6.9 and major elements are shown in Figure 6.1.

Table 6.9: Definition of Do-Minimum

Proposal	Opening	Notes
Roads		
M60 Denton – Middleton Section	Open	Completes Manchester Motorway Box.
M60 Junction 1 to 25 widening	Open	On-line widening to dual-three through Stockport in conjunction with completion of Motorway Box.
M60 Junction 5 to 8 widening	2005/6	On-line widening to dual-three/four (from D2/3 respectively)
Traffic Control Centre	2003	
M60 Variable Message Signing	2002	At intersections with motorway network.
M56 Junction 6 to Manchester Airport Terminal 2	2007	§278 Agreement with Manchester Airport. A new link road from J6 of the M56 to T2 and improvements to J6.
Ringway Road Diversion	2002	§278 Agreement with Manchester Airport. New link road between junction with Shadowmoss Road and Styal Road. Old Ringway Road made access and public transport only.
Rail		
Manchester South Resignalling	2001	As part of the West Coast Route Modernisation, resignalling and remodelling between Piccadilly Station and Cheadle Hulme.
West Coast Route Modernisation, Phase 2	2005	As yet unspecified works to facilitate Railtrack's contractual commitment to provide paths for the West Coast franchise. No adverse impact on local services.
Cross County Route Modernisation		Works to facilitate the introduction of Virgin Voyager rolling stock an the implementation of the new Cross County timetable.
Piccadilly Station Regeneration		Major reconstruction of Piccadilly Station to improve car and pedestrian access and the station environment.
Metrolink		
Extension to Manchester Airport	2005/6	Government funding announced in March 2000. GMPTE to raise matching amount and negotiate private sector construction and operation.
Extension to Ashton-under-Lyne	2005/6	
Quality Bus Corridors		
Manchester –Hazel Grove (A6)	2003	QBCs comprise bus priorities combined with vehicle improvements implemented via the established Quality Partnership.
Rochdale-Oldham-Ashton-Hyde	2003/4	
Manchester-Ashton (A635)	2005/6	
Interchange		
Manchester Airport Ground Transport Interchange		Construction commenced Spring 2000 – new bus/coach station, provision for expanded rail station and provision for Metrolink.
Public Transport		
The Integrate Project	2005/6	Audit and then improvement of public transport interchange, better information at bus stops, smartcard ticketing, real time information for bus, rail and Metrolink.

Note: The do-minimum definition has been amended from that given in Table 5.1 of the Phase 1 Final Report to reflect the most current view on committed schemes and the timing of their implementation.



South East Manchester Multi-Modal Study

Figure 6.1: Do Minimum Schemes

steer davies gleave Llewelyn-Davies WS Atkins

The Do-Minimum Plus

6.70 When developing the strategy options, it became apparent that a number of measures were considered common to each. To help highlight the impact of these measures explicitly, and to help to differentiate the strategy options, a *do-minimum plus* option was defined. Broadly the do-minimum plus comprised:

- measures which could not be included in the do-minimum but for which there was a consensus amongst the Steering Group that there is a very high likelihood of them proceeding;

- measures for which there was universal support from the Steering Group for their inclusion in the recommended strategy and did not require or were not amenable to detailed modelling and quantified appraisal;

- measures which although not necessarily clear that they should form part of the recommended strategy, were largely independent from other strategy elements under consideration.

6.71 As part of the modelling and appraisal process, the performance of the do-minimum plus was compared with the do-minimum. With a view to accentuating the different performance against the study's objectives of each defined strategy option, the do-minimum plus was then used as the baseline for their appraisal.

Strategy Options

6.72 In total six *strategy options* were defined. The strategy options were defined with the view that each could be an implementable and coherent strategy. They were not, however, candidate strategies: it was not the intention to pick a 'winner' from the strategy options. Rather their purpose was allow the impact of the different options within each decision area to be explored.

6.73 Each of the strategy options included at least one option from each of the seven decision areas. Some of the options within each decision area were to do no more than the do-minimum, others involved major changes in public transport services or the construction of new infrastructure. The six strategy options were defined so that each option in each decision area appeared in at least one strategy option. In this way all the potential components of a recommended strategy were considered. For ease of reference, each of the six strategy options was named after a primary colour. The definitions of the do-minimum plus and the six strategy options are summarised in Table 6.10. Each possible option under the decision area headings was given a reference code (and these were noted in the tables earlier in this Chapter). These are included in Table 6.10 along with a short textual description of the components of each strategy option.

6.74 Of the six strategy options subject to detailed modelling and appraisal, one (green) included the three road schemes remitted to the study implemented to their original specification. It also included a supporting package of public transport elements, largely focused on bus. In effect, this strategy option was an extrapolation of existing GMLTP policies and programmes in a scenario where the three remitted schemes were built.

6.75 A second strategy option (blue) included no road proposals along the alignments of the remitted schemes. Public transport and management measures were focused on addressing, insofar as possible, the congestion-related problems of the study area and within this constraint, the promotion of public transport alternatives to the car. This is equivalent to a continuation of the *status quo ante*.

6.76 The other four option were mixtures of reduced scale road proposals, public transport options and management measures intended to address a range of problems across the study area and so contribute to meeting the study's objectives. In general there were two broad thrusts adopted when defining them. The first was that in strategy options which did not include a reduced scale road proposal in one or more corridors, public transport and management solutions were developed that sought to replicate the intended function for the remitted road proposals. The second was to develop public transport and management solutions that complemented reduced scale road proposals. On top of these two possible approaches, included in each strategy option was a range of measures that were worthwhile in their own right and which complemented other components of the strategy option.

6.77 The study's modelling framework was used to forecast the impacts of each strategy option on the demand for and pattern of travel. Each strategy option was appraised against its contribution to the attainment of the study's objectives. The do-minimum plus was used as the baseline for the appraisal (recalling that the purpose of the appraisal was to highlight the relative performance of the strategy options, not their absolute performance compared with the do-minimum). A summary of the appraisal of each strategy option is given in Table 6.11. For completeness the Table also includes a summary of the appraisal of the do-minimum plus. It is important to note that the appraisal of the do-minimum plus is made against a baseline of the do-minimum. The benefits resulting from each strategy option are therefore additional to the benefits that arise from the do-minimum.

Core Strategy

6.78 The appraisal of the do-minimum plus and the strategy options was considered at a Steering Group workshop, which in turn led to the definition of a *core strategy* and a number of further options. The core strategy was, in essence, the nucleus of a recommended strategy. The options were a set of potential additions to the core strategy, the most significant of which were three (largely mutually exclusive) alternative proposals for reduced-scale road options along the A6(M) alignment, but there were other options too, relating to the use of road space and freight.

Table 6.10: Strategy Option Definition

Decision Area	Do-Minimum Plus	Red	Orange	Yellow	Green	Blue	Violet
Transport Change	TC1+ Public sector led initiatives, increased awareness and information, modest urban regeneration initiatives	TC2: Extend initiative beyond public sector, enhanced information, localised urban regeneration initiative	TC2: Extend initiative beyond public sector, enhanced information, localised urban regeneration initiative	TC2: Extend initiative beyond public sector, enhanced information, localised urban regeneration initiative	TC2: Extend initiative beyond public sector, enhanced information, localised urban regeneration initiative	TC3: Large scale and widespread policy driven intervention. High publicity, rollout behavioural change initiatives across study area, wholesale urban regeneration.	TC2: Extend initiative beyond public sector, enhanced information, localised urban regeneration initiative
Roads	Alderley Edge Bypass	TR2: A6(M): Reduced A555/523: Reduced (revised alignment) MARLW: Reduced + Alderley Edge Bypass	TR4: A6(M): No A555/523: Reduced MARLW: Reduced + Alderley Edge Bypass	TR5: A6(M): Reduced A555/523: No MARLW: No + Alderley Edge Bypass	TR1: A6(M): Full A555/523: Full MARLW: Full + Alderley Edge Bypass + A523 Dualling between Adlington and Silk Road + A6 High Lane/Disley Bypass (single carriageway)	TR3: A6(M): None A555/523: None MARLW: None + Alderley Edge Bypass	TR2: A6(M: Reduced A555/523: Reduced MARLW: Reduced + Alderley Edge Bypass +A6 High Lane/Disley Bypass (single carriageway)
Metrolink	ML1: Hough End to Stockport: Stockport-City Centre 5tph	ML2.1: Airport-MALRW-Wilmslow: Wilmslow – Airport – Loop – Wilmslow 5tph ML2.2: Airport-MALRW-Poynton: Poynton– Loop– Airport- Poynton 5tph ML1: Hough End to Stockport: Stockport-City Centre 5tph	ML1: Hough End to Stockport + ML3.1: Stockport-Rose Hill via Bredbury: Rose Hill – Stockport City Centre 10tph ML1: Hough End to Stockport	ML1: Hough End to Stockport + ML3.2.1: Stockport-Hazel Grove via A6: ML1: Hazel Grove – Stockport – City Centre 5tph	ML1: Hough End to Stockport: Stockport-City Centre 5tph	ML2.2 Airport-MALRW-Poynton: Poynton – Airport – Loop – Poynton 5 tph, Poynton – Loop – Airport – Poynton 5 tph ML3.2.2 Stockport-Hazel Grove via Freight Line: Stockport – Hazel Grove 10 tph ML1: Hough End to Stockport: Stockport-City Centre 5tph	ML1: Hough End to Stockport + ML3.1: Stockport-Rose Hill via Brinington: Rose Hill – Stockport – Manchester 5 tph ML1: Hough End to Stockport + ML4: Stockport-Airport: Rose Hill – Stockport – Airport 5 tph
Rail	R1: Incremental service enhancement, improve stations to minimum defined standards, replace old stock R6: Western Rail Link	R4: Urban Metro (4tph minimum), Major Station Upgrade, Picc/Vic Split R1 and R6 Western Rail Link	R5: Urban Metro (4tph minimum), New Build Orbital (Eastern Link) Major Station Upgrade R1 and R6 Western Rail Link	R2: Expand Orbital services – Stalybridge to Stockport and Stockport to Altrincham with new stations R1 and R6 Western Rail Link	R1 and R6 Western Rail Link	R4: Urban Metro (4tph minimum), Major Station Upgrade, Pic/Vic Split +R1 and R6 Western Rail Link	R3: Urban Metro, Major Station Upgrade +R1 and R6 Western Rail Link

Decision Area	Do-Minimum Plus	Red	Orange	Yellow	Green	Blue	Violet
Quality Bus	QB6: Limited in-filling through tendering, demand responsive services, step up Integrate initiative	QB2: Additional QB corridors – Stockport-focussed radial network, Wilmslow Road corridor, Barlow Moor Road corridor QB6: Limited in-filling through tendering, demand responsive services, step up Integrate initiative	QB2: Additional QB corridors – Stockport-focussed radial network, Wilmslow Road corridor, Barlow Moor Road corridor QB6: Limited in-filling through tendering, demand responsive services, step up Integrate initiative	QB1: Do-Minimum corridors with enhanced priority +QB6 Limited in-filling through tendering, demand responsive services, step up Integrate initiative	QB2: Additional QB corridors – Stockport-focussed radial network, Wilmslow Road corridor, Barlow Moor Road corridor, Enhanced Priority, Potential P + R: Bredbury for Stockport QB6: Limited in-filling through tendering, demand responsive services, step up Integrate initiative	QB4/5: Additional QB corridors – Stockport-focussed radial network, Wilmslow Road corridor, Barlow Moor Road corridor, Enhanced Priority, Potential P + R: Bredbury for Stockport QB6: Limited in-filling through tendering, demand responsive services, step up Integrate initiative	QB3: Additional QB corridors – Stockport-focussed radial network, Wilmslow Road corridor, Barlow Moor Road corridor, Enhanced Priority QB6: Limited in-filling through tendering, demand responsive services, step up Integrate initiative
Freight	F1+: signing, routing strategy, road surfaces, freight QP, promote rail	F2: Complement road investment with remodelling and/or restrictions on minor roads	F2: Complement road investment with remodelling and/or restrictions on minor roads Poynton-Airport Corridor A523	F2: Complement road investment with remodelling and/or restrictions on minor roads. : A6/A626/A627	F2: Complement road investment with remodelling and/or restriction on minor roads : A6/A626/A627, Poynton-Airport Corridor A523	F4: Land-use planning to encourage sustainable freight related development	F2: Complement Road Investment. A6/A626/A627, Poyton Airport A523 F3: Airport Satellite
Use of Road Space	RS1+: Routing strategy & hierarchy opportunistic reallocation of road space	RS4: Focus on reallocation to non-motorised modes Poynton-Airport Corridor, A523,, A6/A626/A627 RS2/3: Red-route/economic value. Other radials	RS4: Focus on reallocation to non-motorised modes. Poynton-Airport Corridor, A523, A626/B6104 RS2/3: Red-route/economic value. Other radials	RS4: Focus on reallocation to non-motorised modes. A6/A626/A627 RS2/3: Red-route/economic value. Other radials	RS4: Focus on reallocation to non-motorised modes A6/A626/A627, Poynton-Airport Corridor A523 RS2/3: Red-route/economic value. Other radials	RS2/3: Red route/economic value	RS4: Focus on reallocation to non-motorised modes. A6/A626/A627, A626/B6104, Poynton-Airport Corridor, A560 Gatley-Bredbury RS2/3: Red route/economic value. Other radials

Table 6.11: Summary of Strategy Options Appraisal

CORE LOCAL OBJECTIVE	LOCAL SUB-OBJECTIVE	Do Minimum Plus	Red	Orange	Yellow	Green	Blue	Violet
Promote environmentally sustainable economic growth	Improve transport network efficiency	Slight Beneficial	Slight Beneficial	Slight Beneficial	Large Beneficial	Large Beneficial	Slight Beneficial	Moderate Beneficial
	Promote economic growth	Moderate Beneficial	Moderate Beneficial	Moderate Beneficial	Slight Beneficial	Slight Beneficial	Moderate Beneficial	Large Beneficial
	Protect environment	Neutral	Moderate Adverse	Slight Adverse	Slight Adverse	Moderate Adverse	Neutral	Moderate Adverse
Promote urban regeneration	Improve access to principal regeneration sites outside the Core Study Area	Slight Beneficial	Slight Beneficial	Neutral	Moderate Beneficial	Large Beneficial	Neutral	Moderate Beneficial
	Improve access to brownfield sites within the Core Study Area	Slight Beneficial	Moderate Beneficial	Moderate Beneficial	Moderate Beneficial	Moderate Beneficial	Neutral	Moderate Beneficial
	Improve levels of employment	Moderate Beneficial	Moderate Beneficial	Moderate Beneficial	Slight Beneficial	Moderate Beneficial	Moderate Beneficial	Large Beneficial
Improve amenity, safety and health	Minimise accidents	Slight Beneficial	Large Beneficial	Large Beneficial	Neutral	Slight Beneficial	Slight Beneficial	Large Beneficial
	Improve security and reduce crime	Slight Beneficial	Moderate Beneficial	Moderate Beneficial	Slight Beneficial	Slight Beneficial	Large Beneficial	Large Beneficial
	Improve air/noise quality	Neutral	Neutral	Neutral	Neutral	Neutral	Slight Adverse	Neutral
	Promote the use of healthier transport modes	Slight Beneficial	Moderate Beneficial	Large Beneficial	Moderate Beneficial	Slight Adverse	Moderate Beneficial	Moderate Beneficial
Enhance "centres" at all levels and the Airport	Reduce the impact of road traffic	Slight Beneficial	Slight Beneficial	Slight Beneficial	Slight Beneficial	Moderate Beneficial	Neutral	Slight Beneficial
	Improve PT accessibility, reliability and punctuality to centres from the Study Area	Moderate Beneficial	Neutral	Neutral	Neutral	Neutral	Slight Beneficial	Slight Beneficial
	Provide for access to the Regional Centre from local centres	Neutral	Large Beneficial	Moderate Beneficial	Moderate Beneficial	Large Beneficial	Moderate Beneficial	Large Beneficial
	Achieve mode split and traffic level targets for Airport related traffic	Neutral	Moderate Beneficial	Moderate Beneficial	Neutral	Neutral	Neutral	Moderate Beneficial
	Improve road journey time reliability to the Airport	Slight Beneficial	Neutral	Neutral	Slight Beneficial	Slight Beneficial	Neutral	Neutral
Encourage community, cultural life and social inclusion	Improve access to health, educational and leisure facilities	Neutral	Slight Beneficial	Slight Beneficial	Neutral	Slight Beneficial	Neutral	Slight Beneficial
	Provide accessible transport to the mobility impaired, elderly and families	Moderate Beneficial	Slight Beneficial	Moderate Beneficial	Slight Beneficial	Slight Beneficial	Moderate Beneficial	Moderate Beneficial
	Improve cycling and pedestrian facilities in residential areas	Neutral	Moderate Beneficial	Moderate Beneficial	Slight Beneficial	Large Beneficial	Moderate Beneficial	Large Beneficial
	Minimise the impact of traffic on local communities	Neutral	Slight Beneficial	Moderate Beneficial	Slight Beneficial	Moderate Beneficial	Slight Adverse	Moderate Beneficial
	Improve transport access to/from areas of local deprivation	Moderate Beneficial	Slight Beneficial	Slight Beneficial	Neutral	Neutral	Slight Beneficial	Slight Beneficial

Note: The do-minimum plus appraisal is relative to the do-minimum. The strategy option appraisal is relative to the do-minimum plus

6.79 From the workshop it was clear that:

- the Steering Group was in favour of the inclusion of the measures within the do-minimum plus within core strategy;

- the 'green' strategy option, was rejected. This included each of the three roads remitted to the study to their remitted specification and set of measures which were judged to complement these schemes while being consistent with current policy direction. It was judged by the Steering Group that this option did not go sufficiently towards meeting each of the study's objectives or addressing the identified problems;

- similarly, the 'blue' strategy option, one which had no road construction and was based wholly on public transport development was also rejected. It too did not go sufficiently towards meeting the study's objectives;

- overall the 'violet' and 'orange' strategy options were the better performing ones. These were mixtures of reduced scale road schemes, public transport enhancement and management measures;

- the remaining two strategy options, ('red' and 'yellow'), while not performing as well as violet and orange included some elements which were identified as beneficial.

6.80 Dissecting the performance of options within each of the decision areas that made up the strategy options, it was noted that for the remitted road schemes:

- reduced scale options on the A555 MALRW and A555/523 Poynton Bypass corridor contributed to meeting the study's objectives and were thus included the core strategy. Traffic reduction measures on relieved roads were seen as an integral part of these schemes. The modelling showed that the schemes will result in significant traffic reduction in areas where congestion presently has a high impact. They facilitate other potential measures, which in turn would additional benefits;

- further consideration of options of the A6(M) corridor was identified as necessary. This was because there was concern that even at a reduced scale, a road along the A6(M) corridor combined with the reduced scale schemes for MALRW and the Poynton Bypass may have a strategic traffic impact. The Steering Group therefore asked that this be considered further;

- the remitted schemes were dropped from further consideration. The modelling and appraisal identified that they drew significant extra traffic into the study area from the M56 and M60 and they served a strategic function for long distance traffic. They also had the most significant environmental impact.

6.81 For other roads considered by the study:

- the Alderley Edge bypass brought congestion relief to the village and other benefits and had an acceptable environmental impact and thus was included within the core strategy;

- there was a need identified to consider High Lane Disley bypass options further. Following the strategy option testing phase, it was not clear what the strategic traffic impacts of the option considered were (and indeed whether such impacts could be fully considered by this study);

- similarly there was as need to consider further the proposals to improve the Denton Interchange.

6.82 Turning to the Metrolink options that were examined:

- the Romiley/Rose Hill and Stockport–Airport proposals were deemed to support the attainment of objectives and were included for further examination in the core strategy;

- for options serving Hazel Grove, it was deemed that benefits in the Stockport-Hazel Grove corridor could be achieved using other options (i.e. QBC and rail options) under consideration and which were subsequently included in the core strategy. Metrolink extensions to Hazel Grove were therefore not included in the core strategy;

- for options beyond the Airport, insufficient demand was identified to warrant their further consideration.

6.83 For the alternative rail options the Steering Group considered that:

- incremental improvements to the rail service (within Manchester Hub constraints) was a do-minimum plus measure, which would bring benefits and so was included within the core strategy;

- significant benefits were identified from the development of urban metro proposals and hence they formed part of the core strategy;

- benefits were also identified to improving orbital services, these too were addressed to the core strategy;

- benefits were identified from the proposed Western and Eastern links, but it was also recognised that this study alone would not determine whether they were progressed. They were included within the core strategy on this basis.

6.84 For the bus options considered:

- benefits of increasing frequencies of services across the network in the study area were identified and the measure was therefore included in the core strategy;

- QBCs were supported for inclusion in the core strategy, but it was also recognised that the benefits they could bring were linked to other strategy measures, notably the potential new roads;

- no viable bus-based park and ride opportunities were identified.

6.85 For the use of road space and freight options:

- re-allocation of capacity on relieved roads was noted as being an integral component of the inclusion of reduced-scale road options within the core strategy and was also necessary for some public transport proposals;

- freight would benefit from the road proposals, but further work was required on the definition of management measures.

6.86 Finally, regarding the transport change decision area the mood from the Steering Group was in favour of the largest scale of measures considered and it was included in the core strategy on this basis. It was also noted that other core strategy measures offered the opportunity of implementation of extensive transport change measures.

6.87 The definition of the core strategy is summarised in Table 6.12.

6.88 The core strategy was modelled and appraised against the study's objectives and the Government's five objectives for transport. In this case, the baseline for comparison was the do-minimum; the intention being to assess the absolute performance of the core strategy. The appraisal of the Core Strategy is against the study's objectives is summarised in Table 6.13 and against the Government's objectives in Table 6.14

Recommended Strategy

6.89 Following consideration of the core strategy and the additional options to it, a *recommended strategy* was defined. Prior to its adoption by the Steering Group, it was subject to a final round of modelling and appraisal (against study's and Government's objectives) with the do-minimum as the baseline.

6.90 The recommended strategy is described in detail in the next Chapter. The appraisals of the strategy, against both the Government and the study's objectives is the subject of Chapter 8, which also covers the implementation plan for the next five years.

Table 6.12: Definition of the Core Strategy

Decision Area	Option	Description
Transport Change	TC3	Large scale and widespread policy driven intervention. High publicity, rollout behavioural change initiatives across study area, wholesale urban regeneration.
Trunk Road		A555/523: Reduced MARLW: Reduced + Alderley Edge Bypass
Metrolink	ML3.1 ML1, ML4	ML1: Hough End to Stockport + ML3.1: Stockport-Rose Hill via Brinington: Rose Hill – Stockport – Manchester 5 tph ML1: Hough End to Stockport + ML4: Stockport-Airport: Rose Hill – Stockport – Airport 5 tph
Rail	R3, R1, R6	R3: Urban Metro, Major Station Upgrade +R1 and R6 Western Rail Link + Eastern Rail Link
Quality Bus	QB3 QB6	QB3: Additional QB corridors – Stockport-focussed radial network, Wilmslow Road corridor, Barlow Moor Road corridor, Enhanced Priority QB6: Limited in-filling through tendering, demand responsive services, step up Integrate initiative
Freight	F1+ F2: A6/A626/A627 Poyton Airport A523	F2: Complement Road Investment
Use of Road Space	RS4: A6/A626/A627 A626/B6104 Poynton-Airport Corridor A560 Gatley-Bredbury	RS4: Focus on reallocation to non-motorised mode

Table 6.13: Appraisal of Core Strategy against Study's Objectives - Summary

Core Objective	Sub-Objective	Assessment
Promote environmentally sustainable economic growth	Improve transport network efficiency	Beneficial
	Promote economic growth	Moderate Beneficial
	Protect environment	Slight Adverse
Promote urban regeneration	Improve access to principal regeneration sites outside the Core Study Area	Large Beneficial
	Improve access to brownfield sites within the Core Study Area	Large Beneficial
	Improve levels of employment	Moderate Beneficial
Improve amenity, safety and health	Minimise accidents	Moderate Beneficial
	Improve security and reduce crime	Moderate Beneficial
	Improve transport-related air pollution and noise	Neutral
	Promote the use of healthier transport modes	Slight Beneficial
Enhance "centres" at all levels and the Airport	Reduce the impact of road traffic	Slight Beneficial
	Improve PT accessibility, reliability and punctuality to centres from the Study Area	Large Beneficial
	Provide for access to the Regional Centre from local centres	Large Beneficial
	Achieve mode split and traffic level targets for Airport related traffic	Large Beneficial
	Improve road journey time reliability to the Airport	Moderate Beneficial
Encourage community, cultural life and social inclusion	Improve access to health, educational and leisure facilities	Slight Beneficial
	Provide accessible transport to the mobility impaired, elderly and families	Large Beneficial
	Improve cycling and pedestrian facilities in residential areas	Moderate Beneficial
	Minimise the impact of traffic on local communities	Moderate Beneficial
	Improve transport access to/from areas of local deprivation	Moderate Beneficial

Table 6.14: Appraisal of Core Strategy against Government's Objectives - Summary

Objective	Sub-objective	Assessment
Environment	Noise	Slight adverse
	Local air pollution	Slight beneficial
	Greenhouse gases	Slight adverse
	Landscape	Moderate adverse
	Townscape	Moderate beneficial
	Heritage	Neutral
	Biodiversity	Slight adverse
	Water environment	Slight adverse
	Physical fitness	Moderate beneficial
	Journey ambience	Slight beneficial
Safety	Accidents	Slight beneficial
	Security	Moderate beneficial
Economy	Economic efficiency	Benefit/Cost ratio: 2.9:1
	Reliability	Moderate beneficial
	Wider impacts	Moderate beneficial
Accessibility	Option values	Moderate beneficial
	Severance	Moderate beneficial
	Access to transport system	Moderate beneficial
Integration	Interchange	Moderate beneficial
	Land use	Moderate beneficial
	Other policies	Slight beneficial

7. RECOMMENDED STRATEGY

Introduction

7.1 The recommended strategy is for a twenty-year period from 2001 to 2021. It is important to note that it is an integrated strategy. To achieve its full benefits, the strategy must be fully implemented and done so in a coherent manner. The benefits of the strategy will not be realised by picking and choosing, say, easy to implement elements or those which are low cost, while more complex and/or expensive elements of the strategy are set aside. The benefits from the strategy will only be seen if it is implemented as a whole. If implementation as a whole should prove not possible, the entire strategy will need to be reviewed.

7.2 Before describing the recommended strategy, it is useful to re-cap the process of its definition:

- in the Phase 1 study, the objectives for the strategy were defined. The five core objectives were based on those of the Greater Manchester Local Transport Plan (GMLTP) and were shown to be consistent with those of the Cheshire and Derbyshire LTPs as well as with the Regional Transport Strategy which forms part of the (draft) Regional Planning Guidance.

- also in Phase 1, and in parallel to the definition of the study's objectives, there was consideration of the problems, issues and opportunities that the study area faced.

- through the mechanism of a Steering Group workshop, seven decision areas were defined. These decision areas, relating to the road network, Metrolink, rail, buses, the use of road space, freight and transport change, encapsulated all the key issues about which decisions had to be made when developing the strategy.

- potential strategy elements were identified by Steering Group members and through the consultation process. Each potential strategy element was associated with one of the seven defined decision areas, leading to the definition of a number of options within each decision area.

- again through the mechanism of a Steering Group workshop, a do-minimum plus and six strategy options were identified. The do-minimum plus was a collection of schemes and measures, which whilst not committed, was felt by the Steering Group to have a high probability of proceeding. It also included a number of other measures, which while requiring investigation, were largely freestanding from other possible strategy elements. The six strategy options included elements from each decision area and each was a coherent package that could potentially form a strategy.

- the do-minimum plus and six strategy options were subject to a programme of modelling and appraisal.

- at a Steering Group workshop, the modelling and appraisal were reviewed and considered and a core strategy defined. The core strategy was intended to form the nucleus of the recommended strategy. In addition a number of options were identified for which it was felt that further modelling work was required before a decision could be made.

- the core strategy as well as a number of further options were subjected to modelling and appraisal.

- through a process of two Steering Group workshops, a recommended strategy was adopted.

7.3 The recommended strategy is described below using the seven decision areas that have been used throughout the strategy development process.

Roads

The Remitted Road Schemes

7.4 The genesis of SEMMMS was the removal of three road proposals from the Government's programme. These were:

- the A6(M) Stockport North South Bypass;

- the A555 Manchester Airport Link Road West (MALRW);

- the A555/523 Poynton Bypass.

7.5 One of the three key deliverable from SEMMMS is recommendations on the future of these three proposals.

7.6 It is helpful to recall that the Highways Agency's proposals were for:

- the A6(M) to be built to motorway standard. The proposals included a complex arrangement of collector-distributor links in the Hazel Grove area as well as works between Offerton and Hazel Grove to facilitate a connection to a dual carriageway bypass of High Lane and Disley, a scheme which has been removed from the Government's road programme.

- the A555 MALRW scheme was for a fully grade separated dual carriageway and included major rebuilding and expansion of Junction 5 on the M56;

- the A555/523 Poynton Bypass was a dual carriageway grade separated proposal, extending from the northern end of the Silk Road in Macclesfield to Poynton and including an east-west link between the extant A555 Handforth Bypass and the A6(M) proposal at Hazel Grove.

7.7 It is not recommended that the proposals as developed by the Highways Agency, and removed from the Government's road programme in July 1998, form part of the strategy. Rather, it is recommended that the study area local authorities develop smaller and more appropriate scale road proposals along the protected alignments. These should be designed to provide relief for the study area communities affected by inappropriate through traffic, but not to provide a new strategic route of regional and potentially national significance.

7.8 In particular it is recommended that:

- a road is constructed between the M60 at Bredbury and the A6 at Hazel Grove following the protected alignment for the A6(M). The construction of the Stepping Hill Link between the A6 north of Hazel Grove centre and the new road forms part of the recommendation. It is recommended that the north-south bypass be constructed to dual carriageway standard with a 40/50 mph design speed. Junctions should be at-grade and most likely signal controlled;

- a bypass of Poynton is constructed. The bypass should comprise an east-west section linking the A555/A5102 junction north of Woodford to the A6 at Hazel Grove. Traffic modelling undertaken for the study indicates that a dual carriageway is more than likely required, but junctions can be accommodated at-grade. For the north-south bypass of the A523 a single carriageway bypass is recommended from the existing A523 at Adlington, joining the east-west section of the bypass north of Woodford;

- a reduced scale scheme is constructed in the MALRW corridor. Traffic modelling indicates that an at-grade dual carriageway linking the Airport roundabout at the end of the M56 spur to the Western end of the A555 at Handforth is sufficient. An at-grade junction at Styal Road should be provided. Combined with other recommendations, there is the opportunity to introduce dedicated HGV/public transport lanes along the MALRW corridor.

7.9 It is recommended that the protected alignments in the development plans for the MALRW, Poynton Bypass and A6(M) proposals should be maintained for the time being. It is also recognised, however, that the reduced scale schemes recommended may be able to use modified alignments that have lower adverse environmental impacts or bring additional traffic or other benefits. Therefore, alignments may deviate from the protected routes. The implementing authorities should not feel constrained by the protected alignments.

7.10 On the A523, between the northern end of the Silk Road and Adlington, it is envisaged that capacity improvements will be required if the full benefits of the strategy to the villages and lanes between the A34 and A523 north of Macclesfield are to be achieved. It is judged, at this stage, that such improvements can be achieved through on-line (or close to line) improvements. However, it is accepted that more detailed investigation will be required by Cheshire County Council, as highway authority, in conjunction with Macclesfield Borough Council as planning authority. An off-line scheme may be required. If this is the case, traffic forecasts indicate a single carriageway scheme would be sufficient.

7.11 Integral to the recommendations outlined above is a further recommendation that road space on roads relieved by new construction is reallocated to pedestrians, cyclists, public transport and to support urban regeneration initiatives. In some locations facilities for freight traffic may be most appropriate. The exact nature of the reallocation must be a matter for the implementing authorities and should be informed by a detailed investigation of local needs and priorities, supported by consultation with local residents and businesses. If new roads are built without road space reallocation elsewhere, the traffic generation which will result will lead to a failure to achieve the benefits that have been identified as resulting from the recommended strategy.

Other Roads

7.12 Cheshire County Council's proposals for an A34 Alderley Edge Bypass form an integral part of the recommended strategy.

7.13 The study has examined proposals for a single carriageway bypass of the A6 through High Lane and Disley. The options considered fall wholly within Stockport Metropolitan Borough and Cheshire. It is noted that Derbyshire County Council does not wish to promote a bypass of the A6 between Disley and the Chapel-en-le-Frith bypass. The modelling and appraisal work has identified that a bypass would bring benefits to the residents of High Lane and Disley, however, the agreed specification of the SEMMMS modelling work means that it has not been possible for this study to assess whether such a bypass will have any strategic impacts on the routeing of traffic originating in or destined to the Peak Park, or on traffic passing through the Park. Furthermore, no alignment has been identified for a bypass of High Lane and Disley and so it is not possible to assess whether the environmental impacts of its construction are acceptable or otherwise. It should be noted, however, that a single carriageway route need not follow the alignment of the earlier Highways Agency proposal and it should therefore be possible to reduce the scale of impacts on the natural environment compared with those that would occur if the Highways Agency's former scheme were built.

7.14 Consequently, it is not possible to recommend that a High Lane/Disley Bypass form part of the strategy. It is noted, however, that such a bypass would bring benefits to residents of High Lane and Disley. Further study may be appropriate and if its strategic traffic impacts and environment impacts are deemed acceptable, then a High Lane/Disley bypass would be compatible with the rest of the strategy.

7.15 The interchange between the M60, M67 and A57 at Denton is, and is forecast to remain, one of the most congested locations in the study area. With the present junction arrangement, the recommended strategy neither significantly worsens nor improves this situation. The Highways Agency has developed outline proposals to improve traffic flow through the Denton Interchange and while the scheme is relatively modest it is of such a scale (i.e. a capital cost greater than £5m) that it must form part of the Highways Agency's Targeted Programme of Improvements (TPI). The SEMMMS strategy would benefit from an improvement of traffic conditions at Denton. A re-modelling of the junction therefore forms part of the strategy. It is

recommended that the Regional Assembly includes the Highway Agency's proposals in the set of schemes it recommends for inclusion in the TPI at the next review.

7.16 A study is being undertaken by the Highways Agency to determine the future of proposals for the Mottram-Hollingworth-Tintwistle bypass. The Agency will present their assessments to the regional planning bodies, which in turn will recommend whether the scheme should be included in the TPI at the next review. As directed, SEMMMS makes no recommendation in this regard. The recommended strategy can accommodate the implementation of a Mottram-Hollingworth-Tintwistle bypass.

7.17 The study's recommendations for new roads along with those for use of road space (see below) are illustrated in Figure 7.1.

Metrolink

7.18 The proposed extension of Metrolink from the Phase 3 Airport Line (a committed scheme) at Hough End to Stockport Bus Station is endorsed by SEMMMS and therefore forms part of the recommended strategy.

7.19 A number of other Metrolink proposals were examined within the study. On the basis of this investigation, it is recommended that GMPTE, working with Stockport MBC, the City of Manchester, Railtrack and where appropriate the SRA, takes these schemes forward and, firstly, instigates a feasibility assessment of:

- an extension of Metrolink beyond Stockport to serve Portwood, Bredbury, Romiley and Rose Hill. Such an extension would require shared running with heavy rail services beyond Romiley and the interoperability of Metrolink and conventional rail services (potentially passenger and freight) will need to be demonstrated. This scheme should be considered in conjunction with the proposed urban metro services (see under Rail below), which includes proposals for enhancing services on the Manchester to Marple corridor.

- a link between Stockport and the Wythenshawe Loop (which forms part of the Metrolink Phase 3 Airport extension). Such a route would utilise the operational New Mills to Heaton Mersey freight line through the Mersey Valley and shared running with heavy rail services will be required. In this case interoperability between Metrolink and rail freight traffic will be required.

7.20 It is envisaged that services would operate from Rose Hill via Stockport to the Airport and Rose Hill via Stockport to Manchester City Centre and potentially beyond. The Metrolink recommendations are illustrated in Figure 7.2.

Bus

7.21 The development of quality bus corridors (QBCs) forms an integral part of the recommended strategy. Already, the introduction of a QBC on the A6 from Manchester to Hazel Grove is a committed scheme. There are also commitments to implement QBCs between Rochdale, Oldham, Ashton and Hyde and between Manchester and Ashton (A635), both of which affect the study area peripherally.

7.22 An extension of the scale and scope of the QBC initiative is recommended. In the early years of the strategy, QBCs should be implemented to a similar degree of priority and standard of design as those already committed. Once the new road schemes are in place and significant road space allocation is possible, the degree of priority should be increased. In each case, consultation with businesses and road users potentially affected by bus priority measures must be an integral part of the implementation process. The implementing authorities will need to consider potential impacts on businesses and road users and if there are such impacts, demonstrate that the net benefits of any proposals outweigh any disbenefits they may bring.

7.23 It is recommended that QBCs be introduced on radial corridors to Manchester City Centre in the study area, orbital corridors across the study area, on a network focused on Stockport town centre and on routes serving the Airport (see Figure 7.3). Catering for a mixture of radial and orbital movements and additional to the already committed proposals (such as for the A6 from Hazel Grove to Stockport), the corridors/routes in question are:

- Radial corridors:
    - A57 Hyde – Manchester via Denton
    - A34 East Didsbury – Manchester
    - B5093/B5167 Didsbury – Manchester via University Precinct
- Orbital Corridors:
    - A627/B6104 Hyde – Stockport
    - A5145 Stockport – Urmston via Chorlton-cum-Hardy
- Stockport focused:
    - B6167 Reddish - Stockport
    - Brinnington – Stockport
    - A626 Marple – Stockport
    - Cheadle Hulme – Stockport
    - A560 Cheadle - Stockport

Figure 7.1:
New Local Roads and Different Use of Road Space

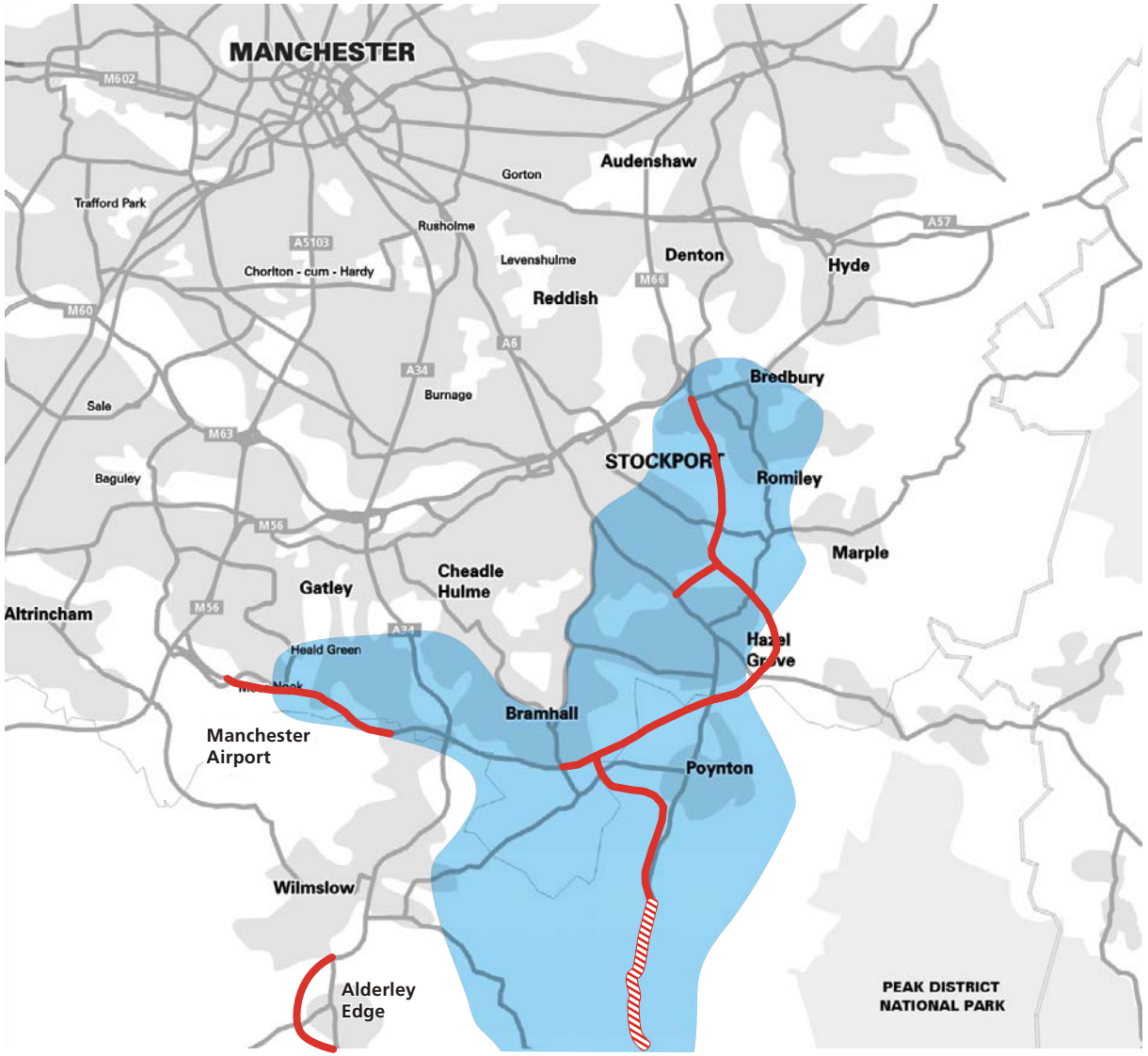
Summary of improvements:

Shown on map:

- New local roads
- Improved road
- More road space given to public transport, pedestrians and cyclists

Not shown on map:

- Area-wide traffic calming and improvements to pavements and road surfaces
- Better road signing

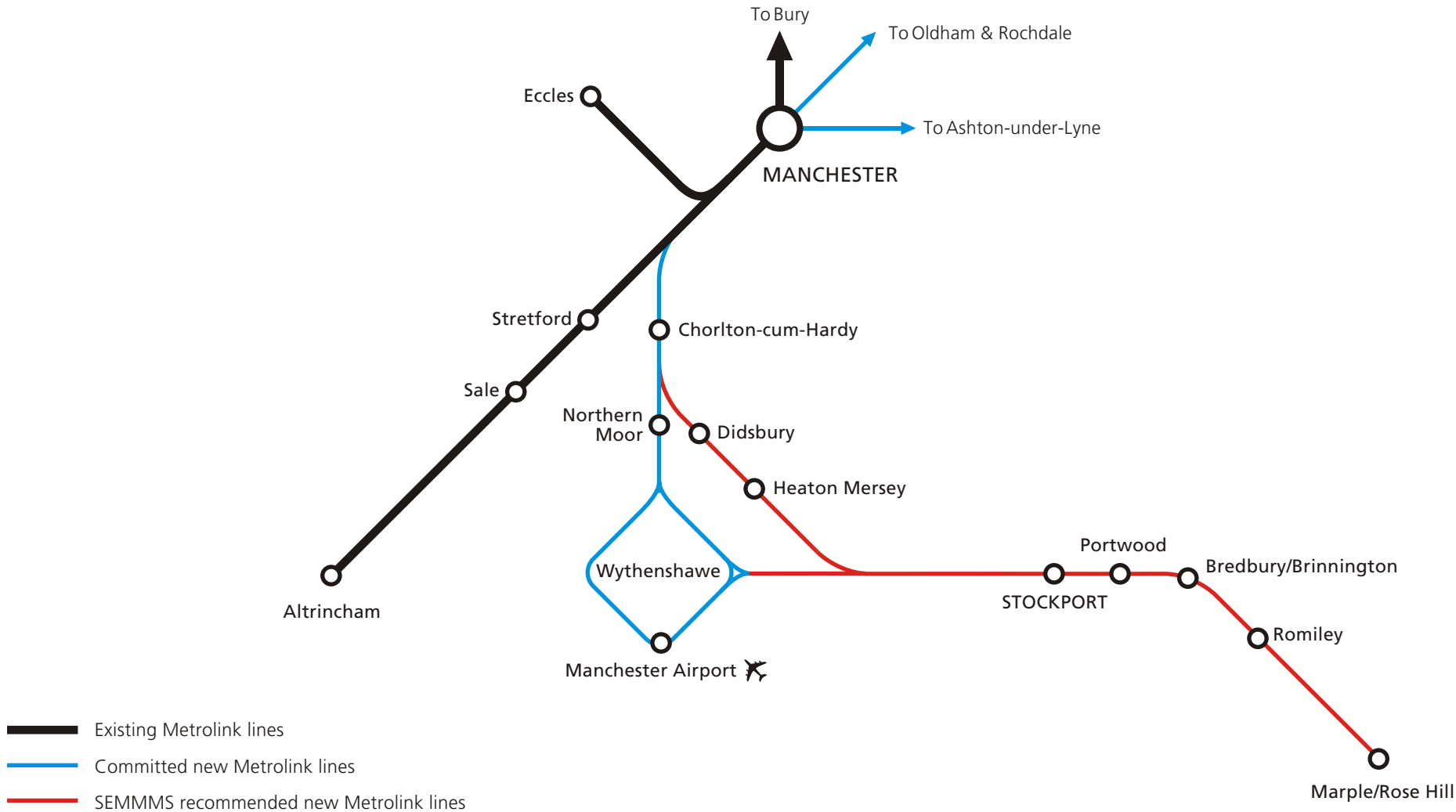


steer davies gleave

Llewelyn-Davies

WS Atkins

Figure 7.2: Metrolink



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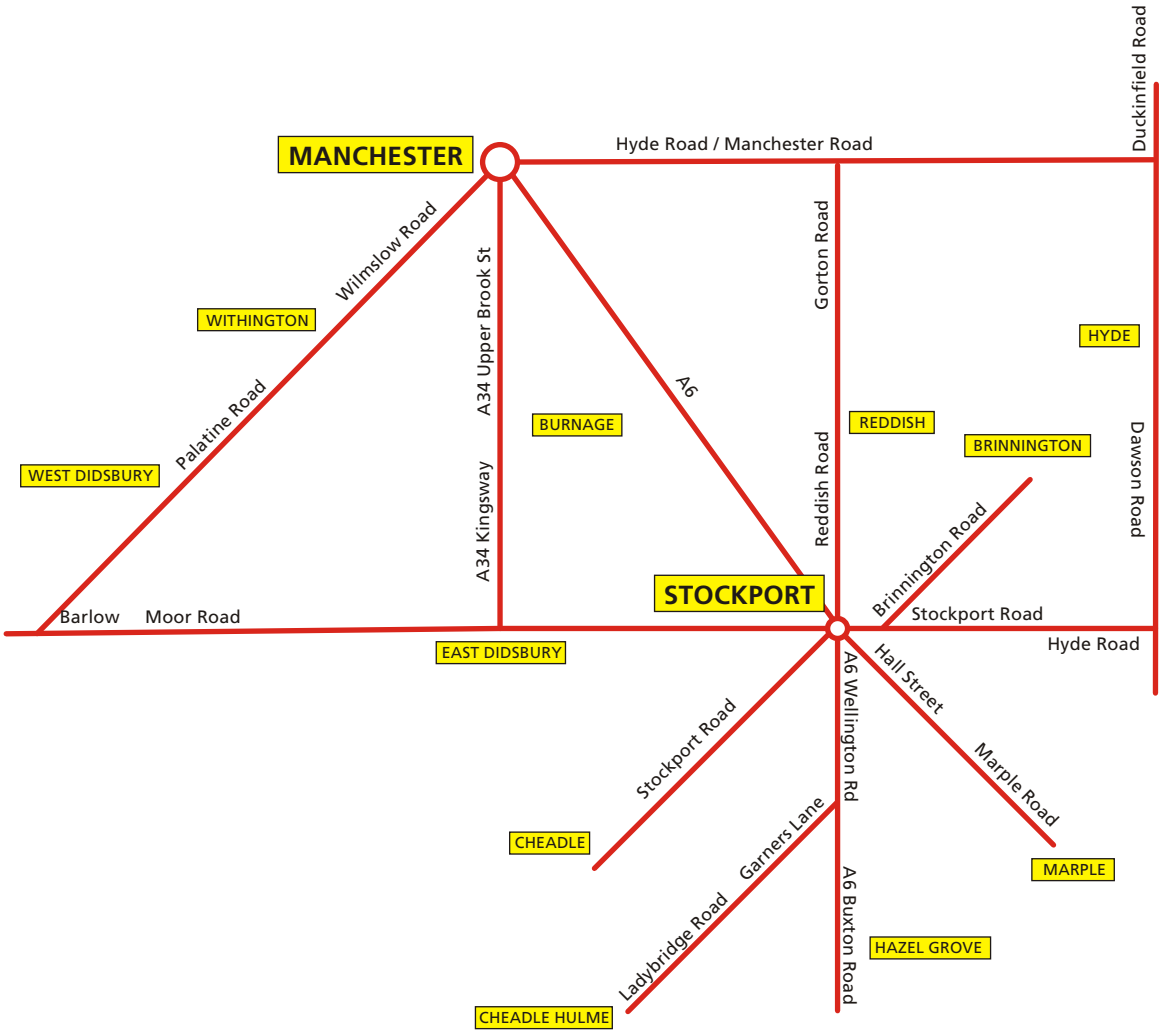
WS Atkins

Figure 7.3: Bus Service Improvements



Summary of improvements:

Shown on map:

- Network of high quality bus routes which have:
- Services at least every 10 minutes
- Greater priority for buses
- Modern, easy-to-access vehicles

Not shown on map:

- More widespread frequency improvements
- More and better quality information
- Improvements to shelters, bus stations and major interchanges

Skyline services to Manchester Airport

7.24 An integral part of the recommended strategy is a series of bus priority measures associated with 'Skyline' branded services linking Gatley, Cheadle, Cheadle Hulme, Hale, Altrincham, Sale and Wythenshawe to the Airport. It is intended that a similar quality of service be provided on the Skyline services as the QBCs (defined by the vehicles used, information provided, the quality of waiting environments and the like).

7.25 As part of their Summer 2001 LTP annual progress report, the Greater Manchester local authorities made a major scheme bid for the QBCs which form part of the SEMMMS strategy.

7.26 The bus priority measures on the QBCs will improve journey times as well as bus service reliability and punctuality. One of the problems highlighted in the Phase 1 study was that, away from a commercial core network, bus services do not offer the frequency of service required to make them an attractive alternative to car, or provide the desired level of service for those without a car to access jobs, shops and essential services. The commercial core is defined both geographically and temporally, the latter being services on weekdays in the peak hours and the inter-peak periods.

7.27 It is recommended that GMPTE works with operators in its Quality Partnerships to deliver the following maximum scheduled service headways (and lower where justified) in the quality bus corridors:

- 10 minutes during Monday – Saturday daytime;
- 20 minutes during evenings, on Sundays and certain Bank Holidays.

7.28 Significant benefits have also been identified from increasing the level of service away from the QBCs. It is recommended that the public transport authorities (GMPTE and Cheshire and Derbyshire County Councils) introduce a network of high frequency bus services with the aim that they operate at similar maximum service headway as services on the QBCs. The network should serve residential areas not immediately served by QBCs, or by rail or Metrolink services. The precise definition of the network will be for the public transport authorities to specify in consultation with local bus operators.

7.29 Away from the QBCs and high frequency network, there are also significant benefits from increasing levels of service. While each route will have to be considered carefully on a case-by-case basis, as a rule of thumb in areas where bus services are generally infrequent, a day-time maximum service headway of 30 minutes should be the goal. Furthermore, community transport and demand responsive services complement the strategy and would be appropriate across the study area.

7.30 To deliver bus service improvements across the study area, if necessary, full use should be made of powers available to public transport authorities under the Transport Act 2000. To deliver the improvements, additional Government support for public transport authorities' revenue expenditure will be needed

7.31 As well as improvements to the level of bus service, it is recommended that the quality improvements from initiatives such as GMPTE's "Integrate" programme and Quality Partnership be extended across the study area by Cheshire and Derbyshire County Councils. Improvements should also be made to:

- bus stations and public transport interchanges;
- bus stop environments, either directly or as part of urban regeneration initiatives;
- the quality and scope of timetable information available:
    - before bus journeys are made;
    - at bus stops and bus stations; and
    - during the journey.

7.32 An important consideration when implementing the recommendations for improvements to the bus network will be the need to co-ordinate the approach to enhancing services and the quality of the waiting environment. This will require study area local authorities to work together and implement an agreed programme.

Rail

7.33 The Phase 1 work identified that the South East Manchester rail network is an under-utilised asset. However, it is recognised that the principal constraint to developing study area rail services lies outside the study area in the Manchester Hub. Recommendations have therefore been developed that recognise this constraint, in that there are short term measures to be implemented before Manchester Hub capacity is enhanced and longer term measures that take place when additional capacity is available. The SRA working with GMPTE, Manchester Airport plc, Railtrack, the Highways Agency and the Government Office for the North West has recently completed a study (the Greater Manchester Strategic Rail Study) that has established its agenda for increasing Manchester Hub capacity.

7.34 The consultant's report to the Steering Group for the Greater Manchester Strategic Rail Study recommended a strategy based around the principles of:

- segregating local, long distance and freight services to reduce conflicts and improve reliability;
- providing a high frequency regional and inter-regional network;
- upgrading local services to provide a similar frequency and quality of service to the Metrolink system;
- improved integration between rail services, with other public transport modes, and with car; and

- selective provision of new rail infrastructure, where this can be justified, and the protection of alignments for longer term development where appropriate.

7.35 It is an expectation and requirement for this strategy that the measures that follow from the Greater Manchester Strategic Rail Study are successful in providing additional capacity in the Manchester Hub and that they are implemented in a timely manner.

Short to Medium Term

7.36 In the short term, prior to any works that may be required to address Manchester Hub capacity constraints, it is recommended that:

- the frequency of study area rail services be enhanced insofar as the Manchester Hub capacity constraints allow;
- the services in the study area move towards a clock-face timetable;
- rolling stock be upgraded, and in particular the Class 101 rolling stock be replaced as a matter of some urgency;
- station environments are enhanced through the provision of real-time information, lighting, CCTV, passenger help points and a general improvement to their ambience and setting;
- the standard and quality of parking at existing stations should be extended where appropriate and justified.

7.37 A mechanism for such improvements is the possible future establishment of the Northern Franchise and the letting of the Trans Pennine Express franchise. The established GMPTE Integrate initiative and the SRA's programme of incremental improvements also have roles to play. It is recommended that GMPTE and other relevant local authorities, work with the SRA to deliver the short-term improvements noted above. When considering rail enhancements, it is important that lines be treated on a 'whole route' basis, meaning that, for example, when considering the Manchester-Buxton line, enhancements should be planned for the route as a whole, not just the parts that fall within any particular local authority jurisdiction. While the costs of doing so are not included within the costs of the recommended strategy, there would be additional benefits to the strategy by addressing the rail fare discontinuity that occurs at the GMPTE boundary and results in a distortion of rail trip making patterns. It is recommended that the GMPTE, its neighbouring public transport authorities and, if appropriate the SRA, work together to address this issue.

7.38 Enhancements to orbital rail services would also bring benefits to the study area. The development of Eastern and Western links from the Airport (see below) offer significant opportunities for longer distance services through the study area which will also serve local orbital movements and will enable trains serving the Airport to bypass the Manchester Hub.

7.39 The construction of new stations between Stockport and Altrincham would create a new orbital rail service through the study area. The reintroduction of passenger services between Stalybridge, Guide Bridge and Stockport would add benefit to the strategy, and would be complemented by sub-regional and regional benefits. It is this broad package of benefits that will determine its viability. It is recommended that a study be undertaken to investigate the feasibility and costs and benefits of orbital rail links around the south and east of Manchester. This should consider returning the Stalybridge–Guide Bridge–Stockport Line to passenger traffic as well as the potential role for light rail.

Medium to Long Term

7.40 In the longer term it is recommended an "urban metro" service be developed. That is, subject to detailed corridor-by-corridor justification, services operating on each radial line at a four trains per hour minimum service (and perhaps more frequently) and operating at a clock face timetable. The urban metro service should be continued beyond the GMPTE boundary to natural route termini; for example Glossop, Buxton, New Mills, Macclesfield and Crewe. It is recognised that Manchester Hub capacity issues will need to be addressed to facilitate this recommendation. The Greater Manchester Strategic Rail Study has identified "tram-train" options as a possible way of delivering an urban metro style service on some lines. A tram-train would involve operation on the existing railway before running on-street (like Metrolink) through Manchester City Centre. The findings of the Greater Manchester Strategic Rail Study are compatible with the SEMMMS strategy: the recommendations here relate to the delivery of a level and quality of service, not the way it should be delivered.

7.41 This study has also examined two new major pieces of rail infrastructure, namely:

- the Western Link from Manchester Airport, which would continue west from the Airport rail spur, and pass under the Airport apron before joining the Chester – Altrincham Line between Ashley and Mobberley; and

- an Eastern Link from the Airport spur, crossing the Styal Line and running close to the alignment of MALRW and the A555 before joining the West Coast Main Line north of Handforth.

7.42 Both schemes are of regional and potentially national importance, and as such the benefits they bring are regional and national in scope. While both schemes bring benefits to the South East Manchester area such benefits alone are not sufficient to justify the schemes; only a consideration of the regional and national benefits can identify whether the schemes are worthwhile. There is a *prima facie* case that regional and national benefits of the Eastern and Western Links would be substantial. Their construction would benefit the study area. Their benefits to the study area would add to the case for their construction. Thus they are included in the strategy. It is recommended that:

- the SRA, working with Manchester Airport, Railtrack, GMPTE, Cheshire County Council and other appropriate authorities and agencies, takes forward the development and appraisal of the Western Link;

- Manchester City Council, Stockport MBC, Cheshire County Council and Macclesfield Borough Council, working with the SRA, GMPTE and if appropriate Railtrack, identify and protect an alignment for an Eastern Link through the Development Plan process. This should then lead to a full feasibility study in due course;

- as preliminary assessment of a possible Eastern Link has indicated that it would have to cross the road recommended for the MALRW corridor, the road proposals be designed and built to accommodate either a rail underpass or bridge (whichever more detailed study identifies as appropriate).

7.43 The Greater Manchester LTP identifies a number of potential new rail stations in South East Manchester, namely:

- Dewsnap, on the Manchester-Glossop line in Tameside;

- at Adswood;

- at Stepping Hill and Simpson's Corner on the Buxton Line;

- at Bradshaw Hall on the Manchester-Stockport-Wilmslow Line;

- at Cheadle, Gatley North, Baguley (providing Metrolink interchange to the committed Airport extension) and at Timperley East on the Altrincham–Stockport line.

7.44 In general, new (or replacement) stations fit well with the SEMMMS strategy, although it is recognised that each will have to be examined for their engineering and operational feasibility and appraised on their merits.

7.45 The development of rail-based park and ride also fits well with the strategy. Potential sites include Simpson's Corner and Bradshaw Hall, and the road recommendations also open new strategic opportunities where they cross radial lines (for example in the Poynton area). Dependent upon the form of the forthcoming Trans-Pennine franchise, there are also strategic park and ride opportunities at Guide Bridge. In a similar vein to new stations, each possible park and ride location will have to be investigated and appraised on its merits. Improving parking facilities at existing stations forms part of the recommended strategy. It is recommended that the local transport plan authorities, working with Railtrack and the SRA, investigate the feasibility and viability of new park and ride sites in the study area.

7.46 The study's recommendations in relation to rail are shown in Figure 7.4.

Use of Road Space

7.47 As has already been noted the reallocation of road space to pedestrians, cyclists, public transport, potentially to freight traffic and to support urban regeneration forms an integral part of the recommendations associated with the road network. In addition (and prior to the construction of the recommended road proposals) it is recommended that:

- study area local authorities reduce the impact of traffic on residential areas through the co-ordinated introduction of area-wide traffic calming and measures such as Home Zones. Such measures should be designed and implemented in such a way as to support and complement other strategy measures; and
- a study area-wide cycle network is developed and promoted;
- urban regeneration initiatives are used to promote walking and cycling in existing local, town and village centres.

7.48 In addition, study area local authorities should as a mater of urgency:

- address the backlog of maintenance required on roads and footpaths;
- review signing in the study area with a view to managing, insofar as possible, the routes taken by longer distance traffic; and
- review the study area's road hierarchy and, if appropriate, reclassify roads, remodel junction layouts and adopt parking standards and maintenance practices appropriate to their reclassification.

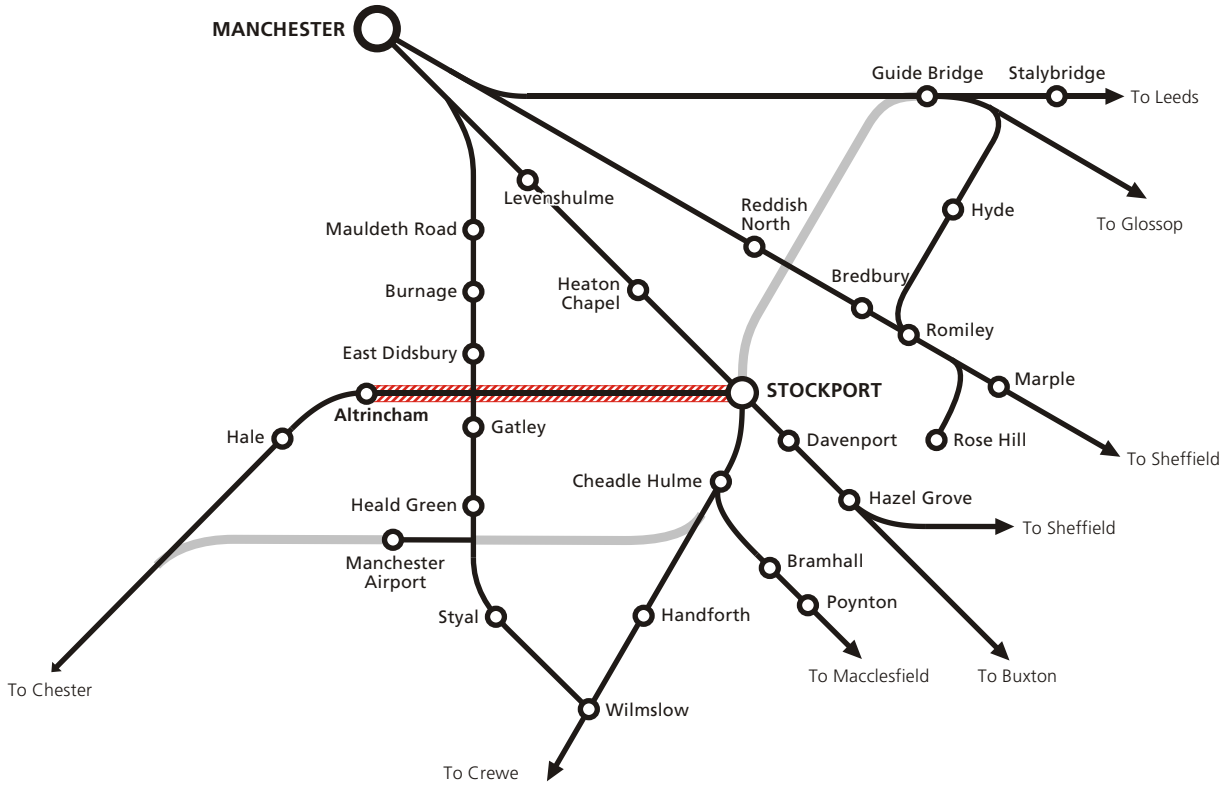
Freight

7.49 Road freight movements in the study area will benefit from the study's recommendations for road construction. The new roads will provide higher quality routes for through freight traffic than currently offered. In addition the recommended roads will bring relief for a number of study area communities adversely impacted upon by through road freight traffic.

7.50 The Greater Manchester Strategic Rail Study has also identified a number of proposals that will benefit rail freight passing through the study area by making additional capacity available. These proposals also have the benefit of removing a proportion of rail freight from the study area's passenger lines, thus making capacity available to move towards the urban metro recommendations.

7.51 In the time leading to the construction of new roads, it is recommended that the study area local authorities establish 'quality partnerships' arrangements with goods vehicle operators that serve or pass through the study area. In particular these should focus on:

Figure 7.4: Rail Service Improvements



Summary of improvements:

Shown on map:

- Proposed new passenger routes
- Area where new stations will be built

Not shown on map:

- Regular trains at least every 15 minutes to Manchester
- 'Park & Ride' facilities to be improved at all stops
- Improved information
- Improved waiting facilities
- Improved buildings
- Improved safety/security
- Other new stations

- stone traffic from the Peak District;
- deliveries to major retail establishments;
- freight traffic to/from the Airport; and
- deliveries to/from significant industrial areas.

7.52 In a similar way to established public transport quality partnerships, freight quality partnerships should formulate and codify best practice from goods vehicle operators *and* local authorities. Freight quality partnerships have been recognised by Government, industry and local authorities as a useful tool for seeking ways to improve efficiency and minimise impacts. A successful and committed partnership will develop an understanding of distribution issues and problems at a local level and promote constructive solutions which reconcile the need for movement of goods and provision of services with environmental and community concerns. This could result in operational practices which encourage goods vehicle movement away from peak periods, more appropriate routeing strategies, and look at the options for and benefits of alternative modes of transport. Implementation of a freight quality partnership should be progressed by the Greater Manchester authorities in conjunction with Cheshire and Derbyshire County Councils, and industry representatives through their trade associations. A freight quality partnership for South East Manchester would build upon existing policies and initiatives of the study area local authorities.

7.53 To help minimise the impacts of heavy goods roads traffic while at the same time recognising the needs of business, a study area goods vehicle network of preferred routes should be established. The network should be accompanied by appropriate signing, maintenance to improve road surfaces with the aim of reducing noise and damage to goods and vehicles, and enforcement of speed and weight limits. Prior to its introduction, consultation on its scope and the methods of implementation will be required with local residents and business as well as the freight industry. Once the recommended roads are in place it will be necessary to review the goods vehicle network as well as the need and opportunity for some reallocation of road space to goods traffic.

7.54 The Stanley Green area, close to the A34/A555 intersection, has been identified as a possible area of search for Airport satellite facilities, including for freight and significant freight generating land-uses. Its location by the West Coast Main Line and A34/A555, offers the opportunity for multi-modal access as well as high quality, reliable access to the Airport using the MALRW corridor. Such a facility would add to the benefits of a strategy, but its impacts on the green belt and local traffic would require careful study and consideration. It is recommended that detailed study is undertaken including consideration of alternative sites (which could be outside the SEMMMS area), before any proposals for Stanley Green are progressed.

7.55 Land-use policies should also support more sustainable patterns of freight movements. Industrial and commercial zoning should be focused in sites with strategic road and rail access and, wherever feasible, rail-side developments encouraged.

Transport Change

7.56 Recommendations relating to Transport Change fall into one of three categories:

- behavioural change;
- land-use policy; or
- urban regeneration.

Behavioural Change

7.57 The largely infrastructure measures described above will bring significant benefits to different communities and social groups across the study area but the lead time for their implementation is long (with some notable exceptions). The programme of behavioural change measures recommended as part of the strategy offers two further sources of benefits:

- they potentially can result in net study area wide benefits greater than all the infrastructure measures combined; and
- they offer the opportunity to bring study area wide benefits in the short to medium term prior to the construction of new infrastructure.

7.58 The recommendations relating to behavioural change are therefore central to the strategy and in particular the need for study area wide benefits in the short term. They are integrated with all other recommendations.

7.59 It is recommended that a study area wide programme of behavioural change is adopted. The programme should:

- start immediately; and
- be applied in a co-ordinated and consistent way across the study area.

7.60 The recommended programme includes a mixture of measures, some of which can be introduced quickly, but others will take some time to implement (and will need to be co-ordinated with other strategy measures). It also includes measures which are passive, that is they are about allowing study area residents to make more informed decisions about their travel, and others which are pro-active; these are about working and engaging with people to engender a change in their travel patterns.

7.61 The recommended measures include:

- the development of public relations campaigns, local information booklets on walking, cycling and public transport facilities and the development of 'before journey' public transport information. The content of the campaigns should be

linked with the on-going implementation of other recommendations that form the strategy. Travel awareness initiatives should be undertaken;

- the widespread and co-ordinated application of travel plans, working first with local authorities, the health and education sectors as a precursor to wider application. Local authorities have the opportunity to use planning permissions and associated agreements as a method to facilitate the widest possible adoption of travel plans. The promotion of flexible and/or stepped working hours compliments this strand of work;

- the promotion of Safe Routes to Schools; and

- proactive behavioural change measures such as Travel Blending.

Land Use Policy

7.62 The transport strategy must be complemented by appropriate land-use policies that support the promotion of more sustainable travel patterns. Indeed, inappropriate land use developments have the potential to undermine some, or all, of the recommended strategy and erode the benefits will it bring.

7.63 There should be a presumption against development adjacent to the proposals for new roads along the protected alignments of the remitted schemes which form part of this strategy. Any developments that do proceed must be subject to rigorous sequential tests based on a hierarchy of national, regional and local economic and community importance that demonstrate that no alternative site is suitable and available and that transport impacts of the development are acceptable. The implication of this recommendation is that developer funding is not a suitable way of promoting the road elements of the strategy. There also is a concern that any inappropriate development (as defined, say, by a process of sequential tests) close to the M56 and/or M60 will result in traffic diverting from the motorway to local roads, which is turn could undermine the strategy. In this context, it is important to note that both the M56 and the M60 form part of the Network of Long Distance Strategic Routes defined in (draft) Regional Planning Guidance.

7.64 Accompanying land-use policies to support the strategy, there should be a consistent set of parking standards applied to new developments across the study area, framed within the conurbation and regional context, to seek to minimise the use of the car and promote the use of public transport, walking and cycling.

Urban Regeneration

7.65 The promotion of established village, district and town centres offers the opportunity to encourage a more sustainable pattern of movement by encouraging the use of local facilities. Underpinning current national planning guidance and policy is a view that there is a causal link between the extent that urban centres are used, and their accessibility and intrinsic quality: if people use local centres more frequently, accessing them on foot, cycle or by bus, they will use car-dependent centres and facilities less and thus travel less by car.

7.66 It is recommended that a programme of regeneration and improvement of established local centres be adopted. The implementation of a centre-focused programme should involve a number of pro-active planning and urban management actions. The following are recommended in this respect:

- "Centre Actions Plans" could be drawn up. These could include the auditing of facilities and quality of environment in established centres and also examining management needs, such as planning of leases, CCTV, facilities co-ordination and other town centre management type activities;

- for smaller centres in South East Manchester, a "local centre manager" be appointed with responsibilities for four or five local centres within a Borough. The role would include drawing up an action plan with local involvement and the support of traders, residents etc. It would also include co-ordinating the activities of highways, lighting, landscape and parks, public transport cycle, pedestrian, and planning officers to work towards a co-ordinated plan of action. The actual activities of these departments may not necessarily change radically as a result, but their programme of works and investment could be re-prioritised so that (for example) declining centres receive priority action.

Interchange

7.67 Although not one of the seven decision areas used in developing the strategy, the role of interchange between public transport modes is key to its success. The orbital nature of many of the journeys that public transport needs to cater for, means that many trips will require use of two or more modes and routes. There are a number of locations in and close to the study area which will become key interchange points, these being:

- Altrincham, with bus, rail and Metrolink services;

- Manchester Airport, where the new Ground Transport Interchange will offer access to local and regional rail services, Metrolink and local and regional bus and coach services and, of course, air services;

- Stockport, where it is planned that Metrolink will terminate at the Bus Station (before onward extension). Stockport rail station offers local, regional and inter-city rail services; and

- Ashton-under-Lyne, a further bus, rail and Metrolink interchange.

7.68 The recommended strategy's implementation plan includes an allowance for the improvement of facilities at these key interchanges.

7.69 The importance of interchange at other locations across the study area is also noted. It is recommended that the programme of rail station enhancements includes consideration and improvement of bus/rail interchange facilities and that the design of future Metrolink proposals seeks to make the most from opportunities for

interchange with bus and rail services. Improvements to bus/bus interchange facilities will also be important.

7.70 Finally, it is noted that GMPTE's Integrate initiative, including the promotion of smart card ticketing and real time information, will ease and improve interchange between public transport modes. The proposals of the Integrate initiative to provide more attractive fares to passengers who make interchange trips are also important in this context.

Monitoring Implementation

7.71 It is recommended that a successor group to the Steering Group be formed, immediately upon the conclusion of the study, and composed principally of the current Steering Group's constituent members. This body should have the roles of:

(i) monitoring the timely implementation of the SEMMMS strategy as spelt out in this document;

(ii) monitoring and co-ordinating the implementation of the strategy to ensure that the strategy's full benefits are attained;

(iii) monitoring the impact of related policy and development issues to ensure full compliance with the philosophy combined in the SEMMMS strategy

(iv) communicating news of progress on the strategy's implementation by continuing the consultation and participation activity initiated by this study.

Strategy Overview

7.72 The recommended strategy is summarised in Table 7.1, which also includes an assessment of the cost of each strategy element, the timing of its implementation and the authorities and/or agencies that will be responsible for its implementation. The timing of the implementation of the interventions has been based on a realistic assessment of the time that it will take to design them, take them through the statutory planning process and obtain funding as well as an assessment of their construction period. A phased implementation of inter-related recommendations (e.g the recommended bypasses) should be anticipated. All costs in the table have been rounded to the nearest £5m. Major elements of the strategy are illustrated in Figure 7.5

7.73 It is helpful to note that the strategy is comprised of three broad elements. It includes a number of measures defined in the do-minimum plus package, which as noted in Chapter 6 were likely to be progressed through the planning process whether or not this study had taken place. It also includes two major rail proposals, and the cost of implementing the elements of these proposals which fall within the study area has been identified. The implementation of the Eastern and Western Links would be a SRA-led activity. Finally, the strategy includes a package of measures which will largely be implemented via the LTP process, but will also require SRA, Highways Agency and private sector contributions.

Table 7.1: Recommended Strategy – Summary

Measure	Agency	Cost	Timescale
Roads			
Alderley Edge Bypass	Cheshire County Council	£30m	2004-2006
A6 Reduced Scale Bypass (Bredbury – Hazel Grove)	Stockport MBC	£90m	2008-2012
A555/523 Reduced Scale Poynton Bypass (inc A523 improvements)	Cheshire County Council/Stockport MBC	£35m	2008-2012
A555 Reduced Scale MALRW	Cheshire County Council/Manchester City Council/ Stockport MBC	£45m	2008-2012
M60/M67/A57 Denton Interchange	Highway Agency	£10m	2004-2007
Metrolink			
Stockport Extension	GMPTE	£90m	2008-2012
Stockport-Rose Hill	GMPTE	£95m	2010-2015
Stockport-Airport	GMPTE	£70m	2010-2015
Rail			
Incremental Enhancements	GMPTE, Railtrack, TOCs, Local Authorities	£20m	2004-2006
Orbital Services	GMPTE, Railtrack, TOCs, Local Authorities	£20m	2005-2009
Urban Metro	GMPTE, Railtrack, TOCs, Local Authorities	£85m	2010-2015
Eastern & Western Links	GMPTE, Railtrack, TOCs, Local Authorities	£320m	2010-2020
Quality Bus			
Area-wide QBCs	GMPTE, Local Authorities	£25m	2002-2006
Enhanced QBCs	GMPTE, Local Authorities	£10m	2008-2012
Network In-filling	Public Transport Authorities	£5m	per annum

Measure	Agency	Cost	Timescale
Use of Road Space			
Area Wide Traffic Calming	Local Authorities	£20m	2002-2008
Maintenance and signing	Local Authorities	£20m	2002-2005
Freight			
Signing, Routing Strategy, Freight QP	Local Authorities less Regional Bodies + goods vehicle operators	£10m	2002-2005
Complement Road Investment	Local Authorities		2004-2012
Transport Change			
Established and Maintenance of Twenty Year Programme	GMPTE, Local Authorities	£70m	2001-2020
Urban regeneration	Local Authorities		2002-2012

Note: Table excludes on-going operating costs incurred by private sector operators. Table excludes annual maintenance and operating costs incurred by local authorities associated with major infrastructure,

7.74 The capital costs of the three elements of the strategy are (rounded to the nearest £5m):

- do minimum plus measures £120m;
- Eastern and Western Links £320m;
- LTP-led implementation £590m.

7.75 With regard to the three elements of strategy it is noted that:

- even if this study had not taken place, it is more than likely that the respective LTP authorities will have developed the do-minimum plus proposals and made funding submissions for them to DTLR;
- the Eastern and Western Links, reflecting their regional and national importance also form part of the strategy developed by the independent and parallel Greater Manchester Strategic Rail Study, a study led by the SRA and involving local and industry partners;
- of the LTP-led implementation measures some, such as the road and the two Metrolink proposals additional to the do-minimum plus, are clearly over and above the current LTP strategies and what can presently be envisaged as their subsequent development. It is likely, however, that some other measures in the LTP-led part of the strategy would be implemented in a similar way to what has been recommended. This strategy is highlighting the benefits of their implementation in a timely, co-ordinated, and often more intensive way, across the study area. For most of these measures there are no extant proposals within existing LTPs (equivalent to those included in the strategy).

Figure 7.5: SEMMMS Recommended Strategy: Selected Infrastructure Elements

- Existing Metrolink
- Committed Metrolink extension
- Metrolink extensions
- New roads
- Improved Road
- Road interchange improvement
- QBC
- New rail
- Improved rail
- Interchange
- Area for road space reallocation associated with new roads

8. RECOMMENDED STRATEGY: ITS APPRAISAL AND IMPLEMENTATION

Introduction

8.1 In this Chapter, first, the appraisal of the recommended strategy is presented. The appraisal has been undertaken against the study's objectives which were established at the beginning of the Phase 1 process (see Chapter 4) and against the Government's five over-arching objectives for transport as established by the 1998 Integrated Transport White Paper. In this way it has been possible to identify explicitly the contribution of the recommended strategy to meeting both the study's objectives and the wider objectives of the Government.

8.2 Second, the implementation plan for the next five years is described. As has already been noted in this report, the primary mechanism for implementing the strategy is the Local Transport Plan process through which local authorities establish their transport related programme for a five period and annually submit a funding application to Government. The implementation plan established by the study is an outline guide to which schemes and measures can and should be implemented early in the strategy's life span. It has also established the scale of resources required. It is, however, a matter for the implementing authorities to establish the detail of each proposal, their costs and phasing and their exact relationship with other strategy measures.

Appraisal of the Recommended Strategy

8.3 The recommended strategy has been appraised against objectives at two levels:

- The study's objectives and associated sub-objectives, culminating in the production of the Core Objectives Appraisal Summary Table (COAST); and

- The Government's five over-arching transport objectives, as established by the Integrated Transport White Paper culminating in the production of the Central Government Appraisal Summary Table (CGAST).

8.4 There is significant overlap between the appraisal of the recommended strategy against the two sets of objectives, though there are also specific areas where the approach to assessment differs and where supplementary assessment has been made. Using study-defined and national objectives, the appraisal at the two levels captures the different emphasis in local and national policy making. The study's objectives capture the agreed local policy directions and priorities and it was important to ensure that the recommended strategy contributes to meeting these goals. Government, however, has to examine transport proposals from across the country and has to do so on an equal footing. It wishes to examine how strategies and proposals for different areas contribute to its national goals and how the impacts of initiatives from different areas compare with each other. It wishes to ensure that transport investment across the country is made equitably and to the best effect.

The SEMMMS Objectives

8.5 The core objectives, and their associated sub-objectives were established in Phase 1 of the study. They were developed in parallel to an examination of the problems, issues and opportunities that needed to be addressed within the South East Manchester Study Area. Whilst detailed fully in Chapter 4, the Core Objectives and their associated sub-objectives are summarised below:

- Promote environmentally sustainable economic growth:
  - Improve transport network efficiency;
  - Promote economic growth; and
  - Protect the environment.
- Promote urban regeneration:
  - Improve access to principal regeneration sites outside the Core Study Area;
  - Improve access to brownfield/renewal sites within the Core Study Area; and
  - Improve levels of employment.
- Improve amenity, safety and health:
  - Minimise accidents;
  - Improve security and reduce crime;
  - Reduce noise levels;
  - Improve air quality; and
  - Promote the use of healthier transport modes.
- Enhance "centres" at all levels and the Airport:
  - Reduce the impact of road traffic;
  - Improve public transport accessibility, reliability and punctuality to centres from the study area;
  - Provide for access to the Regional Centre from local centres;
  - Achieve mode split and traffic level targets for Airport related traffic; and
  - Improve road journey time reliability to the Airport.

- Encourage community, cultural life and social inclusion:
  - Improve access to health, educational and leisure facilities;
  - Provide accessible transport to the mobility impaired, elderly and families;
  - Improve cycling and pedestrian facilities in residential areas;
  - Minimise the impact of traffic on local communities; and
  - Improve transport access to/from areas of local deprivation.

Central Government Objectives

8.6 The five over-arching Central Government Objectives established by the Integrated Transport White Paper against which appraisal has also been made are:

- To protect and enhance the built and natural *environment* ;
- To improve *safety* for all travellers;
- To contribute to an efficient *economy*;
- To promote *accessibility* to everyday facilities for all, especially those without a car; and
- To promote the *integration* of all forms of transport and land-use planning, leading to a better, more efficient transport system.

8.7 For the appraisal of performance against these objectives an assessment was made against a range of aspects of each, these being:

- Environment:
  - Noise;
  - Local air quality;
  - Greenhouse gases;
  - Landscape;
  - Townscape;
  - Heritage;
  - Bio-diversity;

  - Water;
  - Physical fitness; and
  - Journey ambience.
- Safety:
  - Accidents; and
  - Security.
- Economy:
  - Transport economic efficiency;
  - Reliability; and
  - Wider economic impacts.
- Accessibility:
  - Option values;
  - Severance; and
  - Access to the transport system.
- Integration:
  - Transport interchange;
  - Land-use policy; and
  - Other Government policies.

Methodology

Methods Applied

8.8 Methods for appraisal are set out in the *Guidance on the Methodology for Multi Modal Studies* (GOMMMS), and where possible and practicable these have been used in the appraisal of the recommended strategy, both against the study's objectives and the Government's objectives. However, in some cases the methods recommended in GOMMMS were not suitable for appraising the impacts of the recommended strategy. This was either because of methodological limitations *per se* or due to limitations imposed by the agreed scope of this study. In such cases the

methods have been developed to allow particular impacts of the South East Manchester strategy to be highlighted in a more appropriate way.

Reference Case for Appraisal

8.9 The reference case against which the recommended strategy has appraised is the do-minimum (as defined in Chapter 6). This encompasses all transport proposals for which a funding commitment from Government has been secured and for which statutory powers exist or are almost certainly forthcoming. It reflects the situation that will occur if no further improvements to the transport system are developed beyond those already committed.

Assessment Scales

8.10 For both the assessment against core objectives and Government objectives a seven-point assessment scale was adopted:

- large beneficial;
- moderate beneficial;
- slight beneficial;
- neutral;
- slight adverse;
- moderate adverse; and
- large adverse.

8.11 This convention was maintained except for those sub-objectives where it was felt such a level of differentiation would add little value, these being:

- *Improve transport network efficiency* under the assessment against core objectives;
- *Land-use policy* under the assessment against Government Objectives; and
- *Other policies* under the assessment against Government Objectives.

8.12 When considering the appraisals it is important to note that:

- the seven point scales are not necessarily cardinal in nature;
- because each seven point scales measure very different objectives, they cannot be compared with each other.

The Appraisal

8.13 The Core Objectives Appraisal Summary Table for the recommended strategy is presented in Table 8.1 and the appraisal against the Government's objectives is shown in Table 8.2[1]. The two appraisal summary tables demonstrates that the recommended strategy makes a significant contribution to meeting the study's objectives *and* those established by Government.

8.14 When considering the appraisal of the strategy presented in the study-defined and Government-defined ASTs it is important to note that while the costs of the study's transport change recommendations have been included within the appraisal, no attempt has been made to include the benefits they will bring in the qualitative or quantitative assessments. This is because while there is confidence that the transport change recommendations will bring benefits, there is uncertainty about the scale of those benefits. Consequently, the benefits presented in this report are a conservative assessment of the impacts of the strategy.

Appraisal Against the Study's Core Objectives

Promote Environmentally Sustainable Economic Growth

8.15 An economic cost benefit analysis has been undertaken which demonstrates that the recommended strategy produces a benefit stream significantly in excess of its capital and operating costs. The recommended strategy results in an economic net present value of £1.4bn and has a benefit cost ratio of 2.4:1.

8.16 When considering the economic performance of the strategy it is important to note that the strategy costs include the cost of all infrastructure implemented in the study area. It therefore includes the cost of the Eastern and Western rail links within the study area. (However, it does not include any costs associated with any upgrade to rail infrastructure that may be required outside the study area as part of a project to implement the Eastern and Western Links. These cost will depend in part on the service patterns that will be offered and those can only be determined by detailed study.) As was noted in Chapter 7, these two pieces of infrastructure are of potentially national and regional importance and therefore so are the benefits they will bring. These national and regional benefits are not included in the economic cost benefit analysis however. The local benefits that occur within the study area are included in the analysis, but these are small in scale compared with anticipated regional and national benefits and alone will not justify the cost of the investment.

[1] For the Central Government AST, the study's Steering Group requested that the noise, local air quality and greenhouse gas assessments be given a qualitative score as well as a quantitative measure. This was because it was felt that a quantitative measure alone did not allow the significance of the impacts in the study area to be identified. Government guidance calls for the Central Government AST to be presented on one page.

Table 8.1: Recommended Strategy Core Objectives Appraisal Summary Table

.				Cost to implement (2000 prices, undiscounted): £1,029.6 m	
OCAL OBJECTIVE	LOCAL SUB-OBJECTIVE	QUALITATIVE MEASURE	QUANTITATIVE MEASURE	COMMENTS / CAVEATS	ASSESSMENT
Promote environmentally sustainable economic growth	Improve transport network efficiency	N/a	Network journey time savings (PV): £2,206m (Car: £851m; PT: £1,355m) Strategy capital costs (PV): £347.3m (private sector) + £199.0m (public sector) Strategy operating costs (PV): £361.7m (private sector) + £42.5m (public sector) Indicative BCR: 2.4		Beneficial
	Promote economic growth	Significant improvement in Airport access by road and PT. 20 major development sites directly served by new transport proposals (11 by QBC, 3 by Metrolink, 2 by road, 1 by rail, and 3 by Metrolink & QBC). Significant freight improvements. Introduction of economic road space reallocation measures.	N/a		Moderate Beneficial
	Protect environment	Landscape: Moderate adverse impacts on landscape/visual intrusion in open areas (from road, Metrolink, rail measures and Airport Freight Village). Townscape: Moderate beneficial impacts in urban areas due to reduction in traffic. Heritage: Slight adverse, as A6(M) bypass may affect heritage sites (including Norbury Mill which may be destroyed by construction works). Biodiversity: Moderate adverse, as road schemes will affect good quality woodland, semi-natural ancient woodland, open land and designated Green Belt, with possible loss of natural habitats. However, extensive planting has been proposed to offset such impacts. Water: Slight adverse, with A6(M) bypass requiring extensive diversions for Poise and Norbury Brooks. The A6 Disley bypass may cross the Peak Forest Canal twice, the Macclesfield Canal and Ochreley Brook. Possible slight water impacts due to A555/523 bypass.	N/a	Environmental Statement only available for the A6(M) Stockport bypass, and not for any other scheme. Details of some schemes and mitigation measures have not yet been established.	Slight Adverse
Promote urban regeneration	Improve access to principal regeneration sites outside the Core Study Area	N/a	Weighted average changes in % of study area's population with access to 6 selected regeneration sites outside the study area, within 35 min travel time boundary by private transport and 70 min by public transport (AM peak): PT = 17.6%; Private = 11.9%	Generalised journey times used are exclusive of fare. This represents a change in the methodology adopted for the appraisal of the original strategy options.	Large Beneficial
	Improve access to brownfield sites within the Core Study Area	N/a	Weighted average changes in % of study area's population with access to 24 selected brownfield sites within the study area, within 35 min travel time boundary by private transport and 70 min by public transport (AM peak). PT = 14.6%; Private = 12.6%	Generalised journey times used are exclusive of fare. This represents a change in the methodology adopted for the appraisal of the original strategy options.	Large Beneficial
	Improve levels of employment	Significant PT investment and road construction will result in large (relative to Do Minimum levels) direct employment effects. Significant improvement in development access, freight measures and improvements in Airport access will enhance growth prospects.	Implementation of strategy is forecast to result an additional 5,450 employees within the study area.	Employment figures derived from GMSPM output.	Large Beneficial
Improve amenity, safety and health	Minimise accidents	N/a	Reduction of 50 accidents/year in highway network, of which 0.6 are fatal.	Estimates using total car vehicle-km. Different growth factors have been used for the Recommended Strategy (in relation to the Core), with more trips.	Slight Beneficial
	Improve security and reduce crime	Substantial new PT interventions incorporating number of security measures	N/a		Moderate Beneficial
	Improve transport-related air pollution and noise	Air pollutant concentration levels would exceed air quality standards in some locations, particularly where new roads are proposed, but would lower under the standards in other places, where flows reduce as a result of changes in the network. The strategy leads to an increase in annual mean NO_2 levels (of at least 4 $\mu g/m^3$ and if annual mean AQS are exceeded) at 6 locations, and at 2 locations for PM_{10} (where increases of at least 2 $\mu g/m^3$ occur).	Noise: 13 people benefited by noise reductions on selected road links, but 64 people annoyed on selected rail links. Total 52 people annoyed by noise. Air quality: 4,095 and 3,504 people benefited by reductions in NO_2 and PM_{10}, concentrations compared to 615 and 788 who disbenefit.	Methodology to estimate population within specific buffers from road and rail links for the estimation of noise impacts is approximate and based on 1991 Census.	Neutral
	Promote the use of healthier transport modes	Strategy includes measures aimed at reallocating road space to non-motorised modes, introduction of new PT infrastructure and transport change schemes. Likely to result in increase in local walk and cycle use.	Change in main mode daily trips originating or destinating in the study area of –3,050 (walk) and -300 (cycle) forecast for 2011. Increase in walking and cycling as access modes.	GMSPM results used. The GMSPM does not account for significant measures introduced that will encourage walk and cycle use at the local level.	Moderate Beneficial

.				Cost to implement (2000 prices, undiscounted): £1,029.6 m	
OCAL OBJECTIVE	**LOCAL SUB-OBJECTIVE**	**QUALITATIVE MEASURE**	**QUANTITATIVE MEASURE**	**COMMENTS / CAVEATS**	**ASSESSMENT**
Enhance "centres" at all levels and the Airport	Reduce the impact of road traffic	N/a	Changes in: Vehicle-km: -3.7% Vehicle-hours: -5.9% Volume/capacity: -11.8%	Assessment based on the average changes in vehicle-km, vehicle-hour and V/C ratio on selected links in 4 town and 9 district centres during the AM peak hour.	Moderate Beneficial
	Improve PT accessibility, reliability and punctuality to centres from the Study Area	Introduction of new fully segregated modes in some corridors (Metrolink), upgrade of existing fully segregated modes (Urban Metro and Orbital Rail) and the implementation of priority measures for buses (QBCs) will improve PT service reliability within the study area for a significant portion of the population.	Changes in % of study area's population with access to the nearest town/district centre within 50/40 minutes generalised journey time by public transport. AM: Town = 14.4%; District = 12.6% OP: Town = 13.8%; District = 4.4%	Generalised journey times used are exclusive of fare. This represents a change in the methodology adopted for the appraisal of the original strategy options.	Large Beneficial
	Provide for access to the Regional Centre from local centres	N/a	Average change in generalised travel time (min) to Manchester City Centre, from 4 town and 11 district centres, by private and public transport. AM: Private = -3.3%; Public = -9.5%	Generalised journey times used are exclusive of fare. This represents a change in the methodology adopted for the appraisal of the original strategy options.	Large Beneficial
	Achieve mode split and traffic level targets for Airport related traffic	N/a	PT mode split to the Airport from within the study area of: AM: 26%, A 3% INCREASE OVER THE DO MINIMUM (PHASE 2) OP: 23%, a 3% increase over the Do Minimum (Phase 2)	Assessment based on AM and OP hour trips to the Airport zone from study area zones. Trips to Airport from outside the study area included.	Slight Beneficial
	Improve road journey time reliability to the Airport	Introduction of new fully segregated modes in some corridors (Metrolink), upgrade of existing fully segregated modes (Urban Metro and Orbital Rail) and the implementation of priority measures for buses (QBCs) will improve PT service reliability within the study area for a significant portion of the population.	Average of weighted V/C ratio for private transport: AM: 0.55 (Do Min = 0.66); -17% OP: 0.47 (Do Min = 0.50); -5.6%	Quantitative assessment based on changes in the average of weighted Volume/Capacity ratio for selected road links in the AM and OP.	Moderate Beneficial
Encourage community, cultural life and social inclusion	Improve access to health, educational and leisure facilities	N/a	Average changes in % of study area's population with access to Hospitals, Schools/Universities and Leisure Centres within 40/50 minutes by PT. AM: Health = 13.6%; Education = 2.0%; Leisure = 11.5% OP: Health = 5.7%; Education = 1.0%; Leisure = 11.1%	Generalised journey times used are exclusive of fare. This represents a change in the methodology adopted for the appraisal of the original strategy options.	Moderate Beneficial
	Provide accessible transport to the mobility impaired, elderly and families	Considerable investment in new quality bus corridors, Metrolink infrastructure/services, rail orbital services and urban metro will result in improvements in ease of PT access for a significant portion of the study area population.	Change in overall PT accessibility index = 7.7% CHANGES IN ACCESSIBILITY INDEX FOR WARDS WITH HIGH PROPORTION OF FAMILIES AND ELDERLY PEOPLE, WITH PT SERVICE AT 3 BUSES PER HOUR AND WITHIN A 250-metre boundary. Index: Family = 4.2%; Elderly = 6.0%.	GOMMMS methodology as specified unsuitable for use in an urban transport network context. Both qualitative and revised quantitative methodologies applied.	Large Beneficial
	Improve cycling and pedestrian facilities in residential areas	74.9 km^2 area identified over which RS4 measures (reallocation of road space to non-motorised modes) would be implemented where appropriate.	N/a		Moderate Beneficial
	Minimise the impact of traffic on local communities	Additional severance where new rail connections are provided.	Weighted scores for changes in pedestrian delay according to population within 250-metre boundary from each selected road link: 0.99.		Moderate Beneficial
	Improve transport access to/from areas of local deprivation	N/a	Changes in accessibility index for wards of high level of deprivation, with PT service at 4 buses per hour and within a 400m boundary: 9.3%.		Large Beneficial

Table 8.2: Recommended Strategy: Central Government Appraisal Summary Table

Problems: Congested urban road network coupled with poor and unreliable public transport service.			PV Cost to Gov: £ -604m	
Objective	**Sub-objective**	**Qualitative Impacts**	**Quantitative Impacts**	**Assessment**
Environment	Noise	N/A	Changes in the number of people annoyed by road and rail noise levels on selected locations. Net population disbenefiting with strategy: 52 on selected locations (Road: 13 benefit; Rail: 64 disben.).	**Slight Adverse**
	Local air pollution	Increase in annual mean NO_2 levels (of at least 4 $\mu g/m^3$ and when annual mean AQS are exceeded) at 6 locations, and at 2 locations for PM_{10} (where increases of at least 2 $\mu g/m^3$ occur).	Weighted concentrations for exposure: -1,088 for NO_2; -52 for PM_{10}. Number of people benefited by reductions in NO_2 and PM_{10} conc.: 4,095 and 3,504, compared to 615 and 788 who disbenefit.	**Slight Beneficial**
	Greenhouse gases	Rail emissions were considered at the point-of-use, but not at the production stage.	Total point-of-use emissions of CO_2 in the entire study area: 7.2 million tonnes/year. Reduction of: 46,195 tonnes/year (-0.6%).	**Slight Beneficial**
	Landscape	Moderate adverse impacts on the landscape or visual intrusion in open areas (A6(M), A555/A523, A555, A6 High Lane/Disley bypass, Metrolink extensions, orbital rail services and Airport Freight Village).	N/A	**Moderate Adverse**
	Townscape	Moderate beneficial impacts on the townscape or visual intrusion in urban areas due to reduction in traffic.	N/A	**Moderate Beneficial**
	Heritage	The A6(M) Stockport bypass may affect heritage sites (including pre-historic settlement sites, possible lines of Roman roads and possible brick kiln sites). The site of Norbury Mill may be destroyed by construction works.	N/A	**Slight Adverse**
	Biodiversity	The A6(M) Stockport bypass will affect good quality woodland, will intersect small areas of semi-natural ancient woodland and will pass through designated Green Belt. Significant loss of natural and diverse habitats can be expected, including strips of hedgerows and ponds. However, extensive planting has been proposed to offset the bio-diversity impacts of the scheme. The A6 High Lane/Disley bypass may cut through semi-natural ancient woodlands. The A555/523 Poynton bypass will pass by various segments of open land and green spaces.	N/A	**Slight Adverse**
	Water environment	The A6(M) Stockport bypass will require extensive diversions for Poise Brook and Norbury Brook. The A6 High Lane/Disley bypass may cross the Peak Forest Canal twice, the Macclesfield Canal and Ochreley Brook. Possible slight impact on over or underground water sources due to A555/523 Poynton bypass.	N/A	**Slight Adverse**
	Physical fitness	Strategy includes measures aimed at reallocating road space to non-motorised modes, complementing introduction of new infrastructure. Likely to result in increase local walk and cycle use.	N/A	**Moderate Beneficial**
	Journey ambience	Improvements in quality of journey both on (improved ride-quality, comfort, route uncertainty) and off-vehicle (comfort, cleanliness, facilities, route uncertainty) for PT passengers with the introduction of Metrolink, rail upgrades and QBCs. Improvements will impact on a substantial portion of the study area population.	N/A	**Moderate Beneficial**
Safety	Accidents	N/A	Changes in total number of yearly accidents (including slight, serious and fatal) by private transport: -50; Changes in number of fatal accidents: -0.6; Monetary valuation of increased accident £-1.8 m.	**Neutral**
	Security	Substantial new public transport interventions incorporating a number of security measures.	N/A	**Moderate Beneficial**
Economy	Economic efficiency	N/A	Strategy NPV £ 1348m ; Users: NPV £ 1963m; Private Sector providers: NPV £ 32m; Public Sector providers: NPV £ -241m; Other Government: NPV £ -424m	**Benefit/Cost ratio: 2.4**
	Reliability	Introduction of new fully segregated modes in some corridors (Metrolink), upgrade of existing fully segregated modes (Urban Metro and Orbital Rail) and the implementation of priority measures for buses (QBCs) will improve PT service reliability within the study area for a significant portion of the population.	Changes in the average weighted V/C ratio on selected road locations. Overall, there are improvements in the AM peak (0.55, compared with 0.66 for Do Min; -17%), and in the off-peak (0.47, compared with 0.5 for Do Min; -5.6%).	**Moderate Beneficial**
	Wider impacts	Significant improvement in access to regeneration sites by road and PT. There are 20 major development sites directly served by new transport proposals (11 by QBC, 3 by Metrolink, 2 by road, 1 by rail, and 3 by Metrolink & QBC). Regeneration of some of these developments is partly dependent upon the strategy being implemented.	Implementation of strategy is forecast to result an additional 5,450 employees within the study area (derived from GMSPM output).	**Large Beneficial**
Accessibility	Option values	Introduction of new Metrolink extensions will improve PT mode choice in the corridors they serve, giving benefits to a significant portion of the study area population: Hough End - Stockport, 19,200 people resident within 250m; Marple Rose Hill - Stockport, 16,200 people resident within 250m; and Stockport - Airport, 19,100 people resident within 250m.	Not measured	**Moderate Beneficial**
	Severance	Reduced severance on routes relieved by construction of new bypass schemes. Additional severance from introduction of Metrolink services and increase in rail services.	Changes in average pedestrian delays when crossing selected road locations, as a result of changes in road traffic. Weighted scores for changes in pedestrian delay according to population within 250-metre boundary from each selected road link: 0.99	**Moderate Beneficial**
	Access to tran. System	N/A	Overall public transport accessibility index for the study area population increases from 81.3 (DM) to 87.6, an increase of 7.7%.	**Moderate Beneficial**
Integration	Interchange	Strategy will enhance the quality and provide new opportunities for interchange at the key established interchange locations within the study area: Stockport (Metrolink, bus, rail) and Airport (Metrolink, rail, bus). In addition, further new interchange opportunities offered by interfaces between rail upgrades (Urban Metro and Orbital Rail), QBCs and Metrolink. Also, it will enhance opportunities to interchange at key locations outside the study area (Altrincham, Ashton-under-Lyne, Manchester).	N/A	**Moderate Beneficial**
	Land use	Strategy supportive of National Planning Policy Guidance: PPG1; PPG4; PPG6; PPG13. Supportive of policies within Draft RPG for North West, notably policies to achieve economic growth with social progress and creating an accessible region. Strategy strongly supportive of local land-use policies as reflected in the Tameside, Manchester, Stockport, Macclesfield and Manchester UDPs, particularly in the areas of improving accessibility and reducing the reliance and impact of the car. However, some conflict with PPG2 (Green Belts) and with policies to reduce noise and air quality environmental impacts.	N/A	**Moderate Beneficial**
	Other policies	Strategy is supportive and complementary to other policies, particularly in the area of improving access to health, education and leisure, and making access more socially inclusive.	N/A	**Slight Beneficial**

8.17 As a sensitivity test, the economic appraisal was repeated with the cost of the Eastern and Western Links removed. This will overstate the economic benefits of the strategy (as there are some quantified benefits from the two schemes included in the benefit stream and which have no costs associated with them), but it provides a useful indication of the upper bound of the economic performance of the strategy. The sensitivity test showed an economic NPV of £1.6bn and a benefit cost ratio of 3.5:1.

8.18 The appraisal indicates that the recommended strategy will support the promotion of study area employment, both directly through the construction and operation of the recommended measures and indirectly by increasing the accessibility of key employment locations.

8.19 The main infrastructure measures of the recommended strategy would be implemented either within existing road carriageways, within existing railway formations, or on (or close to) road alignments presently protected within the Development Plans of respective local authorities. Impacts on the natural and built environment (landscape, townscape, heritage, biodiversity and water resources) are therefore modest, but this is not to say that there are no impacts.

8.20 Each of the three recommended roads pass through open country, which either forms a gap between established parts of the conurbation (the A6(M) alignment) or separates free standing towns from the conurbation (the MALRW and Poynton Bypass alignments). While none of the three will affect any nationally or internationally designated sites, their construction will have an impact on the natural environment. When the alignments were protected consideration was given to the environmental impacts of the proposed roads (i.e. the ones remitted to the study). While environmental standards have developed since the alignments were protected, it remains the case that the environmental impact of schemes along the alignments will be modest, particularly when compared to other road proposals presently under consideration across the country. It is noted, however, that the adoption of lower standard schemes to those for which alignments were protected means that there is scope to ameliorate some of the most significant impacts by varying the design, taking advantage of the tighter vertical and horizontal curvatures that design standards offer. Furthermore, each scheme includes mitigation measures as part of its specification. Overall, it is believed that the impacts of the recommended strategy on the environmental are acceptable given the benefits it brings.

Promote Regeneration

8.21 The recommended strategy improves the accessibility of key regeneration sites both adjacent to and within the Core Study Area. While future economic activity on these sites will not be a function of transport provision alone, their improved accessibility will increase the probability that such sites are developed, that development is brought forward from the date that it would otherwise occur, and that development takes place at a greater density than otherwise would be the case.

Improve Amenity, Safety and Health

8.22 Analysis has indicated that the recommended strategy will improve the accessibility of key study area amenities such as cultural or recreational facilities. In addition it will:

- lead to a reduction in road traffic accidents compared with what would otherwise occur;
- lead to a reduction in emissions from vehicular transport, which will contribute to both a reduction in the emission of green-house gases as well as reducing kerbside pollution;
- lead to a reduction in road traffic noise on routes bypassed by the strategy's road proposals. There will, however, be increases in road traffic noise around the new roads, but the number of people effected will be small. There will also be increases in railway noise associated with the increases in the level of service which form part of the strategy. The Metrolink proposals will also have a modest noise impact, but experience on the planning of Metrolink Phase 3 indicates that such noise impacts are generally acceptable.

8.23 The strategy includes the promotion of healthier ways of travelling. This is achieved through:

- the promotion of a study area cycle network;
- urban regeneration initiatives making local centres more attractive to walk and cycle to and from;
- the road space reallocation measures associated with the road proposals which can be used to promote walking and cycling;
- the promotion of public transport, which in turn tends to be accessed by walking or cycling.

Enhance Centres at all Levels

8.24 One of the sub-objectives under this heading was to reduce the impact of road traffic. The recommended strategy leads to significant traffic flow reduction compared with what would otherwise occur on routes relieved by the strategy's bypass proposals. These include:

- the A6 from the Rising Sun, south of Hazel Grove to Stockport;
- the A627 from Bredbury to Hazel Grove via Offerton;
- the A626 from Marple to Stockport;

- the A523 through Poynton;
- roads in and around Bramhall, Woodford and Handforth;
- Finney Lane in Heald Green.

8.25 The strategy also includes recommendations relating to the use of road space across the study area which will reduce traffic impacts through measures such as improved road maintenance, area-wide traffic calming and enhanced management of the existing network.

8.26 The strategy increases the accessibility by public transport of the study area to City Centre Manchester by the promotion of radial quality bus corridors and the significant enhancement study area's rail services. Public transport access to Stockport and the Airport is also improved trough the promotion of QBCs, extensions to Metrolink and enhanced rail services.

8.27 The establishment of a high frequency bus network and minimum levels of bus service will increase the public transport accessibility of town and local centres and communities across the study area.

8.28 Overall, the recommended strategy results in a significant shift from road to public transport. It contributes to and supports the attainment of the Airport's own mode share targets. It supports the continuing growth of Manchester Airport, itself consistent with local, regional and national policies.

Encourage Community, Cultural Life and Social Inclusion

8.29 The recommended strategy brings benefits to each community and social group within the study area. The study area wide promotion of public transport provides benefits to those groups without regular access to a car. The quality bus corridors, Metrolink and rail proposals will all be implemented to be accessible to the mobility impaired. The strategy included demand responsive public transport services, again with wide accessibility benefits.

8.30 The recommended bypasses combined with road space reallocation measures and the other use of road space recommendation offers the opportunity to improved cycling and walking facilities in residential areas. There are clear benefits to communities relieved of through traffic by the bypass proposals, but the recommendation relating to the use of road space also bring benefits across the study area.

8.31 The strategy improves the accessibility of areas of social deprivation to employment locations and essential services such as tertiary education establishment and hospitals.

Appraisal Against the Government's Objectives

8.32 The appraisal against the Government's five over-arching objectives shares a significant degree of commonality with the appraisal against the study's Core Objectives. Many of the quantitative and qualitative measures used appear in both the study-defined COAST and the CGAST. It is therefore no surprise that the recommended strategy performs well against national objectives as well as those of the study, but as has already been noted the latter capture local priorities whilst the former looks at the strategy from the Government's perspective.

8.33 Below, the performance of the recommended strategy against the Governments over-arching objectives is reviewed.

Environment

8.34 The new bypasses that form part of the recommended strategy will result in a modest number of people being newly affected by traffic noise. The increase in rail services and the introduction of new Metrolink lines will also have a noise impact. Although traffic reduction impacts are forecast to be significant, due to the large changes in traffic flow needed to produce perceptible changes of noise levels, the number of locations that incur a significant reduction in noise levels will be small. There will, however, be qualitative changes, particularly on roads presently experiencing significant goods vehicle flows and which will be relieved of this traffic. The recommended strategy also contributes to a reduction in the numbers exposed to significant kerb-side pollution as well as contributing to a reduction in greenhouse gas emissions from road traffic.

8.35 The removal of inappropriate through traffic, the promotion of public transport and the urban regeneration initiatives will all have a beneficial impact on townscape. The construction of the bypass proposals will, however, impact adversely on the landscape, most notably in the Goyt Valley. As has already been stated, these impacts are deemed acceptable given the benefits the strategy brings. There will also be slight adverse impacts on biodiversity, the water environment and some sites of heritage value. Again, as has already been noted, none of the study's recommendations have an impact on any nationally or internationally designated sites of environmental or heritage importance.

8.36 The recommended strategy promotes walking and cycling through its urban regeneration and use of road space recommendations. Increased public transport use also results in greater number of walking and cycling trips as an access mode. Thus the recommended strategy is beneficial with respect to physical fitness. The improved traffic flow that will result from the strategy and the improved public transport network across the study area, combined with better facilities for pedestrians and cyclists will improve the journey ambience for all.

Safety

8.37 The recommended strategy will result in a modest reduction in the number of study area road traffic accidents. The public transport elements of the strategy each include measures to increase the personnel security of travellers as an integral part the recommendations.

Economy

8.38 As has already been noted, the strategy will result in a substantial benefit stream, in turn resulting in a strong economic case. More details of the economic appraisal are given in the Transport Economic Efficiency table (Table 8.3) below.

8.39 By addressing the most significant locations of traffic congestion through the construction of the bypasses, improvements in the reliability of car journey times are forecast. The promotion of rail and Metrolink, being fully and largely segregated respectively will also lead to journey time reliability improvements. The study area-wide QBC network will bring reliability benefits to bus users.

8.40 Elements of the recommended strategy serve directly 20 major brown-field development sites in and around the study area. While development of these sites will not just be due to their transport links, the strategy will contribute to their development prospects.

Accessibility

8.41 The recommended strategy promotes public transport services across the study area. The QBCs and high frequency bus network will increase the viability of bus as an alternative to car, as well as increasing the accessibility of town centres, hospitals, education and other facilities for those who do not have access to a car.

8.42 While the new fixed track infrastructure (rail and Metrolink) and the new bypasses will have some modest severance impacts (mostly on established leisure-focused rights of way), the reduction in traffic flows on presently congested routes will lead to a reduction in severance in areas where pedestrian volumes are high. During the design stages of the implementation of the study's recommended schemes, careful consideration will have to be given to the impacts on establishes rights of way as well as how such impacts can be ameliorated.

Integration

8.43 The promotion of public transport interchanges is a key element of the strategy. Within the study area, the Airport and Stockport are key interchange locations and across the study area the strategy will result in interchange opportunities between bus and rail, bus and Metrolink, rail and Metrolink and in locations such as East Didsbury, bus rail and Metrolink.

8.44 The recommended strategy is supportive of national planning policy and was developed to support and complement the (draft) Regional Planning Guidance. Through the way the Core Objectives were defined and because the strategy was developed to meet these objectives, the strategy supports the strategic aims of the study area local transport plans and development plans. Furthermore the strategy supports and complements other policy areas, in particular these relate to improving access to health, educational and leisure facilities as well as promoting social inclusion. The strategy also supports the continuing growth of Manchester Airport, itself an aim consistent with Government and regional policy.

Appraisal: Supporting Analyses

8.45 The *Guidance on the Methodology for Multi-Modal Studies* (GOMMMS) identifies three supporting analyses that should be presented in addition to the Central Government Appraisal Summary Table (Table 8.2). These are analysis of the issues of:

- distribution and equity;
- affordability and financial sustainability; and
- practicality and public acceptability.

Distribution and Equity

8.46 The recommended strategy was developed to meet the objectives set by the study (see Chapter 4) and addresses the problems that were identified in Phase 1 (see Chapter 5). The study's core objectives and sub-objectives were framed in such a way that the transport needs of different locations within the study are explicitly recognised as well as the needs of its different socio-economic groups.

8.47 The appraisal of the performance of the recommended strategy against the study's objectives is summarised in the Core Objectives Appraisal Summary Table (Table 8.1). As the objectives were defined to consider distributional impacts explicitly, the COAST includes an assessment of the distributional consequences of the strategy.

8.48 From the COAST it can be seen that the strategy brings benefits across the study area and to the different social groups within it. Analysis has shown that the number of people adversely affected by the strategy (e.g. by traffic noise due to the new roads) is small and is greatly outweighed by those who benefit.

8.49 The distribution of strategy benefits is further illustrated by the public consultation that was undertaken on the recommended strategy (described in Chapter 9). This consultation work has shown that the strategy is strongly supported by the public across the study area. The consultation work has also shown, however, that residents of areas which score highly on DTLR's index of deprivation identify little benefit to them from the road elements of the strategy. The public transport elements of the strategy are essential if these social groups are to benefit from it.

8.50 The issue of equity is covered in the Transport Economic Efficiency table (see Table 8.3). This table illustrates the breakdown of the strategy's economic net present value by different recipients of costs and benefits.

Affordability and Financial Sustainability

8.51 While in economic terms, the prime criteria against which strategies are assessed is their overall value for money as expressed in the CGAST, Government is also keen to understand their financial performance too. The Affordability and Financial Sustainability table (Tables 8.4 and 8.5) provides and overall assessment of the likely public expenditure required to deliver the strategy. The private sector investment profile is given in Table 8.4 and the public sector profile in Table 8.5.

Practicality and Public Acceptability

8.52 The practicality of each of the strategy elements has been assessed in a way suitable for this strategy development exercise. This is not to say that further feasibility and development work will not be required before schemes are implemented. Work in this respect which should be initiated during the five year implementation plan period is noted below.

8.53 As part of the strategy development process work was undertaken to assess the feasibility and practicality of reduced-scale alternatives to the remitted road schemes. Work was also undertaken to identify the feasibility of the Metrolink extensions examined during the strategy development stages of the study. These two pieces of work identified a number of possible alternative schemes, as well their capital and where appropriate, operating costs. These two pieces of work provided confidence in the practicality of the study's road and Metrolink related recommendations.

8.54 The study was also able to draw upon a number of recent studies undertaken for the Manchester area that had examined the infrastructure and operating implications to the rail network of a range of options for its potential development. There is also an established body of evidence on the cost and practicality of quality bus initiatives. The study also considered in some depth transport change and use of road space options, as well as investigating the practicality of the implementation of new local authority powers available to them under the 2000 Transport Act.

8.55 During the study consideration was given to the timescale for the post-study development of the recommended strategy as well as the timesacle for the construction of its infrastructure elements.

8.56 Work undertaken during the study has resulted in there being confidence in the practicality and feasibility of the recommended strategy.

8.57 The public acceptability of the strategy is the subject of the next Chapter.

Table 8.3: Economic efficiency indicators

	Net economic changes (£ m)					
User benefits	**Total**	**Highway**	**Bus & coach**	**Rail**	**Metrolink**	**Other**
Travel time	£2,206.1	£851.5	£659.1	£504.6	£191.0	£0.0
Vehicle operating costs	£134.4	£140.0	-£5.6	£0.0	£0.0	£0.0
User charges	-£377.6	£0.0	-£174.4	-£104.9	-£98.3	£0.0
Net impact	£1,962.9					
Private Sector Provider Impacts						
Revenue	£377.6		£174.4	£104.9	£98.3	£0.0
Operating costs	-£361.7		-£142.6	-£176.9	-£42.2	£0.0
Investment costs	-£347.3		£0.0	-£216.8	-£130.5	£0.0
Grant/subsidy	£363.2		£0.0	£288.8	£74.4	£0.0
Net impact	£31.8					
Public Sector Provider Impacts						
Revenue	£0.0	£0.0	£0.0			£0.0
Operating costs	-£42.5	-£7.8	£0.0			-£34.7
Investment costs	-£198.8	-£111.7	-£22.5			-£64.6
Net impact	-£241.3					
Other Government Departments						
Grant/subsidy payments	-£363.2	£0.0	£0.0	-£288.8	-£74.4	£0.0
Indirect tax revenues	-£60.9	-£63.8	£2.9	£0.0	£0.0	£0.0
Net impact	-£424.1					
Total						
Net Present Value (accident benefits)	£1,347.8					
Net Present Value (no accident ben.)	£1,329.3					
Present Value of Costs	-£950.3					
Present Value of Cost to Government	-£604.5					
Benefit/Cost ratio (accident benefits)	**2.4**					
Benefit/Cost ratio (no accident ben.)	**2.4**					
Value/Cost to Government ratio	2.2					

Notes: Vehicle operating costs for Rail and Metrolink are included in the Operating Costs estimates (in Private Sector Provider impacts). For cars and buses, these relate to the changes in vehicle running costs.

User charges are assumed equal (but with opposite sign) to the revenue from the Private and Public Sector Provider.

Costs of new bus vehicles are included in vehicle operating costs.

The operating and investment costs attributed to the "Other" mode in the Private Sector Provider Impacts relate to measures which are not entirely "Road", "Rail" or "Bus", such as some of the "Transport Change" and "Use of Road Space" measures. Such measures present no measurable benefit impacts.

Rail operating costs include the end-to-end cost of operating services that have been modelled as passing through the study area and utilising the Eastern and Western rail links.

Rail revenues only include revenue earned from rail trips in the SEMMMS area.

Rail capital costs include the cost of all infrastructure in the study area. Rail benefits only include benefits of trips from within the study area.

Grant/Subsidy payments to Private Sector Provider assumed equal (but with the opposite sign) to the sum of the net impact from revenues and operating and investment costs (as a subsidy only, not as a surplus).

Grant/Subsidy payments by Government assumed equal (but with opposite sign) to the Grant/Subsidy made to the Private Sector Provider (transfer of funds).

Indirect tax revenues relate to the revenue lost by the Government due to reduced use of road transport fuels.

Value/Cost to Government ratio is based on the Net Present Value including accident benefits.

Table 8.4: Private Sector Affordability and Financial Sustainability: Private Sector Investment

Investment cost	Total Undisco-unted	Cost Breakdown by Measure (£ million, 2000 prices)												
		Hough End to Stockport	Metrolink Stockport – Marple Rose Hill (	Stockport – Airport	Rail Incremental service enhancement	Expand Orbital services	Urban Metro, Major Station Upgrade	Eastern Airport Rail Link	Western Airport Rail Link	Quality Bus network	Quality bus Interchange improve-ments	Enhanc-ed QBCs	Bus stop enhancement /integration	Network in-filling
2001 – 2005	£122.2	94.2	0.0	0.0	18.1	9.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
2005 – 2010	£425.1	0.0	63.3	46.3	0.0	9.9	68.3	85.4	151.8	0.0	0.0	0.0	0.0	0.0
2011 – 2015	£157.3	0.0	31.6	23.2	0.0	0.0	17.1	85.4	0.0	0.0	0.0	0.0	0.0	0.0
2016 – 2020	£0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Total	£704.6	94.2	94.9	69.5	18.1	19.9	85.4	170.9	151.8	0.0	0.0	0.0	0.0	0.0
Capital Grants	£0.0													
Private Sector Operators														
2006														
Change in operator costs	£12.3	2.9	0.0	0.0	1.8	0.0	0.0	0.0	0.0	0.4	0.1	0.0	0.2	6.9
Change in operator revenue	£16.8	2.6			0.9					13.2				
Net IMPACT	£4.5	-0.3			-0.8					5.6				
Subsidy	£1.2	0.3			0.8					0.0				
2011														
Change in operator costs	£33.9	2.9	0.0	0.0	1.8	4.4	0.0	0.0	8.3	0.4	0.1	0.2	0.2	15.5
Change in operator revenue	£38.1	7.5			11.7					18.9				
Net IMPACT	£4.3	4.6			-2.8					2.5				
Subsidy	£2.8	0.0			2.8					0.0				
2016														
Change in operator costs	£54.7	2.9	1.1	1.9	1.8	4.4	0.0	14.4	8.3	0.4	0.1	0.2	0.2	19.0
Change in operator revenue	£49.2	12.7			15.4					21.1				
Net IMPACT	-£5.5	6.7			-13.4					1.2				
Subsidy	£13.4	0.0			13.4					0.0				
Private Sector NET IMPACT														
Investment net of capital grant	£704.6	94.2	94.9	69.5	18.1	19.9	85.4	170.9	151.8	0.0	0.0	0.0	0.0	0.0
Operations net of subsidy														
2006	£5.6	0.0			0.0					5.6				
2011	£7.1	4.6			0.0					2.5				
2016	£7.9	6.7			0.0					1.2				

Notes: Year 1 for Operator Revenue is taken as the year of revenue occurrence from the earliest occurring measure.. Each measure is likely to warrant substantial capital grant funding, but the size and mechanism for such funding is presently unclear.

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Table 8.5: Affordability and Financial Sustainability: Public Sector Investment

		Cost Breakdown by Organisation and Measure (£ million, 2000 prices)																		
	Organisation:	HA	Local Highways												Other					
	Area:	Roads	Roads					Quality bus		Freight		Use of road space			Transport Change		Bus			Freight
Investment cost	Total Undiscounted	Denton Interchange	Alderley Edge bypass	A6(M) Stockport North South bypass	A555/523 Poynton bypass	A555 MALRW (reduced)	A523 On-line minor improvements	Quality Bus network	Enhanced QBCs	Signing, routing strategy, etc	Complement road investment	Routing, red-route and economic value	Reallocation to non-motorised modes	Traffic calming	Urban regeneration	Behaviour measures	Interchange improvements	Bus stop enhancement/integration	Network in-filling	Land-use planning
2001 - 2005	£130.9	0.0	30.0	0.0	0.0	0.0	0.0	23.0	0.0	5.0	0.0	1.4	0.0	0.0	12.9	52.6	1.8	4.2	0.0	0.0
2005 - 2010	£202.0	8.0	0.0	87.0	30.0	44.0	3.5	0.0	7.1	0.0	4.0	1.4	14.9	2.1	0.0	0.0	0.0	0.0	0.0	0.0
2011 - 2015	£0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
2016 - 2020	£0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Total	£332.9	8.0	30.0	87.0	30.0	44.0	3.5	23.0	7.1	5.0	4.0	2.8	14.9	2.1	12.9	52.6	1.8	4.2	0.0	0.0
Private Sector Contributions	£0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Investment net of contributions Public Sector Operations	£332.9	8.0	30.0	87.0	30.0	44.0	3.5	23.0	7.1	5.0	4.0	2.8	14.9	2.1	12.9	52.6	1.8	4.2	0.0	0.0
2006																				
Change in operator costs	£3.4	0.0	0.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.6	2.6	0.0	0.0	0.0	0.0
Change in operator revenue	£0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Net IMPACT	-£3.4	0.0	-0.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	-0.6	-2.6	0.0	0.0	0.0	0.0
2011																				
Change in operator costs	£4.4	0.0	0.2	0.4	0.2	0.2	0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.6	2.6	0.0	0.0	0.0	0.0
Change in operator revenue	£0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Net IMPACT	-£4.4	0.0	-0.2	-0.4	-0.2	-0.2	-0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	-0.6	-2.6	0.0	0.0	0.0	0.0
2016																				
Change in operator costs	£4.4	0.0	0.2	0.4	0.2	0.2	0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.6	2.6	0.0	0.0	0.0	0.0
Change in operator revenue	£0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Net IMPACT	-£4.4	0.0	-0.2	-0.4	-0.2	-0.2	-0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	-0.6	-2.6	0.0	0.0	0.0	0.0

Road User Charging Sensitivity Test

8.58 As was noted in Chapter 6 sensitivity tests were undertaken to assess the impact of a road user charging scheme on the recommended strategy. Two alternative schemes were examined, one in which motorists were charged to travel in peak periods and one in which motorists were charged to travel at any time. In both cases the charge was applied on a per kilometre basis, so longer trips would face a greater charge than shorter trips. In the modelling the charges were applied Greater Manchester-wide not just to those in the study area.

8.59 In the case where charges were applied in the peak only, compared with the recommended strategy Greater Manchester-wide peak public transport use was forecast to increase by about 10% and there was a modest reduction in the number of car trips. Off-peak public transport use was forecast to increase, but only modestly. Car use in the off-peak was also forecast to increase. This is due to car drivers transferring their journey from the charged peak period to un-changed off-peak period.

8.60 For the sensitivity test with charging applied in the peak and off-peak periods there is a modest reduction in the number of car trips made in both periods and a concomitant increase in public transport use and the use of walking and cycling.

8.61 In summary, the road user charging mechanisms tested reduce car use and promote public transport use in the periods in which charges apply. The changes in car use, however, are not of a magnitude that would suggest the road elements of the recommended strategy need to be reviewed if a road user charging scheme (such as that examined) for Greater Manchester is pursued. The public transport elements of the recommended strategy have sufficient capacity to cater for the projected increases in public transport demand.

Contribution to the Government's Ten Year Plan

8.62 The Government's Ten Year Plan, published in July 2000, established its priorities for the country's transport system, as well as the scale of funding it believes is required to meet those priorities and the balance of funding between different modes. In addition, the Ten Year Plan sets a number of transport-related targets and indicators. The measures within the Plan have been developed to contribute to their achievement.

8.63 Below, the degree to which the recommended strategy contributes to meeting the targets and indicators of the Ten Year Plans is described.

Public Service Agreement

8.64 The DTLR's expenditure on transport (both revenue and capital), as set out in the Ten Year Plan, seeks to deliver (or contribute) to the attainment of a number of targets. The targets were established by the DTLR's public service agreement. The contribution of the SEMMMS recommended strategy to the DTLR's public service

agreement is summarised in Table 8.6. In a similar way and for similar reasons as the impacts of transport change measures are not included in the CGAST, the impact of the recommended strategy's transport change measures on contributing the attainment of the DTLR's public service agreement is not included in the table.

8.65 The Ten Year Plan also highlights a number of other relevant targets and indicators. With respect to these it is noted that:

- the development of the study area's rail network both in the short and medium term will improve rail passenger satisfaction;
- the promotion of a study area cycle network, road space reallocation and urban regeneration initiatives will each contribute to the target of tripling cycle use between 2000-2010;
- the recommended QBC network will contribute to improving bus reliability and punctuality. Through the established Quality Partnership (which the strategy recommends should be enhanced and extended), the public transport authorities will work with operators to reduce the average age of the bus fleet. The recommended strategy is anticipated to improve bus passengers' satisfaction with the service offered;
- the strategy includes a specific recommendation to address the backlog in road maintenance across the study area.

Implementation Plan

8.66 As well as a twenty year transport strategy for the Core Strategy Area, the study was tasked with developing a five year implementation plan, to be taken forward by the local authorities through the Local Transport Plan process and working alongside the study area's transport operators. The Strategic Rail Authority will also have a role in implementing the strategy, in particular through the forthcoming Trans Pennine Express and potential Northern rail franchises. The Highways Agency will be responsible for implementing study's recommendations insofar as they relate to the trunk road network. The implementation plan has been based upon a realistic assessment of the time it will take to implement the major infrastructure measures that form part of the recommended strategy, combined with a recognition that the study area is presently facing significant transport problems and that the process of addressing these problems should start quickly. It therefore includes measures that can be realistically be implemented in the next five years and which will bring benefits to communities across the study area.

8.67 One of the recommendations of this study is that an implementation group be established. One of the tasks for the implementation group will be monitoring the impacts of the strategy throughout its implementation period. As the main method of implementing the strategy will be the Local Transport Plan process, which already includes a requirement for authorities to monitor the impacts of the implementation of their strategy, monitoring the impacts of this study's recommended strategy should be a natural extension of already established processes.

Table 8.6: Recommended Strategy and DTLR's Public Service Agreement

DTLR's Public Service Agreement	SEMMMS Recommended Strategy Contribution
To reduce **road congestion** on the inter-urban network and in large urban areas in England below current levels by 2010 by promoting integrated transport solutions and investing in public transport and the road network	The construction of a series of local bypasses will result in a reduction in congestion in the most seriously congested parts of the study area. The increase in public transport mode share for trips within the study area from 25% to 30% in the peak and 19% to 26% in the off-peak further contributes to this target. Whether the reduction in road congestion will occur within 10 years will principally be due to the rate of strategy implementation, but if the timescale outlined in Table 7.1 is met, then substantial gains will be made
To increase **rail** use in Great Britain (measured in passenger kilometres) from 2000 levels by 50% by 2010, with investment in infrastructure and capacity, while at the same time securing improvements in punctuality and reliability	The recommended strategy is forecast to increase rail use for trips in and to/from the study area by 50% in the peak and 100% in the off-peak. The principal method for promoting rail use is the development of the urban metro system, which it is envisaged will be fully implemented soon after the end of the Ten Year Plan period
To increase **bus** use in England (measured by the number of passenger journeys) from 2000 levels by 10% by 2010, while at the same time securing improvements in punctuality and reliability	Even with the significant promotion of rail and Metrolink, bus use will increase by 8% in the peak and 30% in the off-peak. All of the study's bus related recommendations are implementable by 2010
To double **light rail** use in England (measured by the number of passenger journeys) by 2010 from 2000 levels	The recommended strategy introduces light rail to the study area. The Stockport extension could be implemented by 2010, the other extensions by 2015
To cut journey times on **London Underground** services by increasing capacity and reducing delays. Specific targets will be agreed with the Mayor after the Public Private Partnership has been established	Not applicable
To improve **air quality** by meeting DTLR's National Air Quality Strategy targets for carbon monoxide, lead, nitrogen dioxide, particles, sulphur dioxide, benzene and 1-3 butadiene	The recommended strategy will result in a reduction of kerb-side pollution, particularly in locations that experience congestion relief and road space reallocation as a result of the recommended bypasses
To reduce **greenhouse gas** emissions by 12.5% from 1990 levels, and move towards a 20% reduction in carbon dioxide emissions by 2010	As anticipated for a strategy for a predominantly urban area, the recommended strategy will contribute to a modest reduction in the emission of greenhouse gases - around 1%. The recommended bypass schemes will reduce carbon dioxide emissions by reducing congestion and these can be implemented by 2010.
To reduce the number of people killed or seriously injured in Great Britain in **road accidents** by 40% by 2010 and the number of children killed or seriously injured by 50%, compared with the average for 1994-98	The recommended strategy will result in a reduction of the number of road traffic accidents by 50 per year.

8.68 Using the decision area headings that were used in the strategy development process, the key features of the implementation plan for the next five years are described below.

Transport Change

8.69 Implementation of the study's recommendations relating to transport change is the principal opportunity to effect a change in travel patterns (and their associated impacts) in the study area over the next five years. Other than a small number of major schemes which are already relatively well advanced in the planning process, there is little opportunity for major new infrastructure in the study area for a number of years to come. The study's bypass recommendations will take some years to develop and take through the statutory process. Similarly the projected opening date for the Stockport Metrolink extension is beyond the implementation plan period. The implementation of the strategy identified in the SRA's Manchester Rail Strategy Study, which is a prerequisite for implementing this study most significant recommendations relating to rail, will take a number of years. There are, however, presently significant problems with the existing transport network and its use: the promotion of the transport change initiative is the opportunity to start to address early in the strategy's twenty year time horizon the problems identified by this study.

8.70 While a number of the transport change elements will need to be implemented in consort with other strategy measures which cannot be introduced within the implementation plan period (due to the time taken to develop such interventions), there is a substantial package of transport change measures that can be implemented independently of other strategy elements. Such measures have the potential to bring significant short-term benefits to the study area.

8.71 The transport change implementation plan includes a number of predominantly local authority led initiatives. These are:

- public relations campaigns – the provision of information to the public on the nature of the transport problems being faced and the means of solution and within that context the role of transport change measures;
- the promotion of travel plans within the public sector (local authorities, education and health sectors) and the encouragement and facilitation of their adoption by employers in the private sector (if appropriate using the system of grating planning permissions and associated agreements);
- the establishment of a travel blending pilot project, with a view to study area wide application beyond the five year implementation plan;
- the promotion of green prescriptions – working with GPs and health workers to promote healthier modes of transport as an integral part of advice given to patients;

- the development of local information booklets and public transport journey planners which give residents information on local business and public transport services with a view to encourage their use;

- the establishment of curriculum units to promote transport-related behavioural change in secondary schools;

- the development of travel awareness initiatives and the monitoring of their impact;

- the promotion and facilitation of flexible or stepped working hours, an initiative which should be integrated with the implementation of public and private sector travel plan initiatives;

- the enhancement of public transport timetables and information for use before journeys take place. Innovative approaches could include methods that address the needs of the casual as well as regular user. Examples could be personalised journey plans provided by e-mail;

- the establishment of consistent and supportive standards for public parking and private non residential parking provision (and where appropriate, their pricing) across the study area;

- the promotion of urban regeneration to encourage the use of local centres and facilities. It will be important for the implementing authorities to co-ordinate the implementation of this recommendation with established regeneration initiatives. The DTLR will require it to be demonstrated that an efficient approach has been adopted to using resources in this area.

Roads

8.72 The implementation plan includes the construction of the Alderley Edge bypass. This scheme was the subject of a funding application by Cheshire County Council to DTLR in August 2001.

8.73 During the implementation plan period, project development work should commence on the three bypass proposals recommended by the study. This should include the development of their design and, as appropriate, elements of the statutory process for their implementation. The phasing of the implementation of the bypass proposals will be an important consideration in the implementation plan period. Consultation will also have a key role to play during the development stages for the bypass proposals. The Highways Agency should also progress the development of proposals for the Denton Interchange.

8.74 During the implementation plan period a recommendation to the regional planning body can be anticipated on the findings of the on-going Highways Agency study that is examining the Mottram Hollingworth Tintwistle bypass. Following the regional planning body's deliberation and recommendation to the Secretary of State, a decision on the future of the scheme can also be anticipated within the implementation plan period.

Metrolink

8.75 The construction of the Metrolink extension to the Airport, forms part of the Metrolink Single Contract for which Government support has been committed. GMPTE has commenced a tender process for the delivery of the project. The current timetable indicates that a contract will be signed in Spring 2003. During the implementation plan period GMPTE intends to submit a Transport & Works Act Order application for the further extension of Metrolink from Hough End on the Airport extension to Stockport Bus Station.

8.76 It is recommended that during the implementation plan period, GMPTE, working with Stockport MBC, the City of Manchester and Railtrack, carries out a study to assess the feasibility of the Metrolink Extension from Stockport to the Airport within the context of existing Metrolink proposals.

8.77 It is also recommended that during the implementation plan period, GMPTE working with the City of Manchester, Stockport MBC, the Strategic Rail Authority and Railtrack, carries out a general review of means of developing the Metrolink network to serve the eastern quarters of Stockport Borough in particular and south eastern area of Greater Manchester in general. This study will cover both the costs and benefits and feasibility of the recommended Stockport to Marple Extension and the potential for the use of light rail as a means of delivering of an urban metro service from Manchester to Marple.

Rail

8.78 Through the Northern franchise process, during the implementation plan period the SRA (working with GMPTE and study area local authorities) should secure the incremental enhancements recommended for the rail network. These include:

- replacement of sub-standard rolling stock, notably Class 101 stock, by trains of proven passenger attractiveness;
- where feasible, incremental service enhancements. These should include early morning and late evening services and weekend services as well as those in the peak and inter-peak periods;
- the upgrading of up to 30 railway stations within the study area.

8.79 Within the implementation plan period, detailed assessments of the costs and benefits and feasibility of the following should be undertaken:

- the introduction of an urban metro on each radial line at a minimum of four trains per hour and at a clock face timetable;
- the introduction of an orbital rail service around the south and east of the conurbation;

8.80 Within the implementation plan period detailed assessments of the Western Link should be undertaken. Pre-feasibility work and route protection should be undertaken for the Eastern Link.

Bus

8.81 In July 2001, GMPTE made a major scheme funding application to DTLR for the implementation of the SEMMMS quality bus network. This includes:

- radial routes to Manchester City Centre;
- a network focussed on Stockport;
- a network focussed on Manchester Airport.

8.82 Improvements to services and vehicles on the QBC network are to be delivered in partnership with bus operators.

8.83 During the implementation plan period, the public transport authorities (GMPTE, Cheshire and Derbyshire County Councils) should also:

- promote improved bus services as a part of the process of developing minimum service levels across the study area;
- designate and develop a high frequency network for the study area;
- promote demand responsive services;
- initiate a co-ordinated study area wide programme of bus stop enhancements;
- improve information at bus stops and information available during the journey;
- step up the implementation of the Integrate initiative;
- improve and enhance interchange facilities at a number of key study area locations.

Use of Road Space

8.84 Within the implementation plan period, the opportunities for significant road space reallocation associated with new road proposals are limited. Only in Alderley Edge village, once the recommended bypass has been completed, can such road space reallocation recommendations be implemented.

8.85 There are, however, other significant use of road space measures that should be implemented over the next five years. These include:

- a study area-wide signing review;
- a review of the study area's road hierarchy and its classification;
- addressing the maintenance backlog;
- the identification and promotion of a study area cycle network;
- the promotion of co-ordinated traffic calming measures in residential areas (developed to accommodate bus services where appropriate).

8.86 It is noted that during the study's consultation activity there was a strong concern expressed about the current state of maintenance of roads and footpaths across the study area. Addressing this issue during the implementation plan period offers the opportunity to bring benefits to communities across the South East Manchester study area.

Freight

8.87 For freight, the implementation plan includes:

- the identification of suitable freight routes supported by signing and road surface maintenance procedures;
- the establishment of a Freight Quality Partnership;
- the promotion wherever possible of rail-side freight generating developments;
- the support of regional initiatives to promote a shift of road freight to rail.

9. CONSULTATION ON THE RECOMMENDED STRATEGY

Introduction

9.1 Consultation and participation formed integral parts of the methodology adopted for this study. One of the principal tasks in Phase 2 of the study was consultation with the public on the recommended strategy and implementation plan.

9.2 The consultation on the recommended strategy was undertaken in four streams. These were (in chronological order):

- the conduct of a number of focus groups;
- a structured market research survey;
- consultation with the Wider Reference Group;
- the third and final study newsletter.

9.3 The conduct and results of this consultation exercise are the topics of this Chapter.

Focus Groups

9.4 The first element of the research comprised six focus groups. These had two roles:

- to explore the reaction of particular sectors of the population to the strategy; and
- to help design the structured market research survey.

9.5 The groups were held during the week beginning 17th June 2001. The locations were selected to include a wide spectrum of the communities within the study area and achieve a good geographical distribution.

9.6 The groups, which were recruited to ensure that the views of all age groups, from 17 to 65+, were included, were held in:

- Bramhall;
- Heaton Moor;
- Hyde;
- Poynton;
- Wilmslow; and

- Wythenshawe.

9.7 Below, the results of the groups in aggregate are presented. Quotations are given where they serve to highlight points of overall agreement, or illustrate particular concerns among the residents of one or more of the communities.

9.8 The groups began with a brief discussion of current travel habits, mode choices and perceptions of the travel options currently available. Following a brief explanation of the study objectives and the main aspects of the preferred strategy, attention turned to group members' reactions to the strategy and the extent to which they thought it would meet the stated objectives.

Perceptions of the Current Situation

9.9 Group members were generally concerned about traffic congestion and road conditions:

"Terrible" (Hyde)

"Horrendous" (Heaton Moor and Wilmslow)

"Appalling" (Wilmslow)

"A nightmare" (Poynton)

9.10 Attitudes towards public transport were ambivalent. Many were critical of local bus and rail services. As is often the case, those who claimed never to use the services were most critical. Some had allowed one poor experience to influence all future made decisions.

"I went on a bus six months ago, and I said I would never go on one again. They smell as well" (Wythenshawe)

"I've been to Liverpool on the train. It took longer than we expected 'cos the connections weren't very good. So we never went again" (Heaton Moor)

9.11 Factors said to inhibit travel by bus included:

"Stops everywhere.....comes late.....you get stupid people doing stupid things" (Wynthenshawe)

"We can walk to Wilmslow in 10 minutes; the bus is £1 and takes ages" (Wilmslow)

"No bus shelters" (Wilmslow)

"More expensive (than in the GMPTE area)" (Wilmslow)

"They're never really clean, are they?" (Heaton Moor)

"Only one bus an hour" (Poynton)

"Security – I wouldn't let my son home on the bus late at night" (Bramhall)

"We don't get any connections here" (Wilmslow)

9.12 Where the trains were concerned, those who do use them thought they had improved in terms of service quality in recent times. There was "still a long way to go" particularly with respect to much of the rolling stock, though improvements in cleanliness were acknowledged. Deterrents to use were identified as:

cost

"I used to use the train but it's expensive now" (Hyde);

service provision

"There's no train service at weekends " (Wilmslow); and

service reliability

"I used to go (to work in Stockport) on the train, but they couldn't keep to the timetable, so I resorted back to the motor" (Poynton)

"The train is just a disappointment, they're unreliable" (Wilmslow)

security

"If you've got a group of teenagers, it can be quite frightening, if you're by yourself at night" (Bramhall)

9.13 Experience of Metrolink was limited since it does not directly serve the areas where the groups were held. Those who had used it were favourably impressed, and most had heard good reports from family/friends who had experienced it. Metrolink was considered an improvement on bus and train services, being fast, clean, supervised (i.e. it was perceived that tickets are checked and fraudulent travel dealt with firmly at the time), and secure. Being, reportedly, more expensive than the bus meant that young people were less likely to use it and cause the problems of security associated with the buses and trains.

9.14 Cycling was generally viewed as impossible. Members in the Poynton group reported being knocked off their bicycles in the South East Manchester area. Cycle lanes were said to be inconsistent, very short, dangerous ("just white lines"), and to be very few and far between. Parked vehicles were also identified as a problem for cyclists trying to use cycle lanes.

9.15 The views expressed by the participants in the Phase 2 focus groups on current transport provision correlate well with those who participated in the focus groups undertaken as part of the Phase 1 work and which contributed to the identification of study area problems, issues and opportunities. The recommended strategy has been developed to address these concerns.

Attitudes Towards the Strategy

9.16 As was to be expected, attitudes towards the strategy were related in the first instance to the impact that its elements would, or would not, have on each group's local environment. For some, the local impacts were indeed the only points of interest.

9.17 In general, it was accepted that there is a need to do something in the area, and that this has to be something "serious".

> *"You can build more roads, and the roads always get filled up. You have to have more of a strategy and be serious about it" (Poynton)*
>
> *"There is (road) space. I think there needs to be more connections and more ways of getting to places" (Wythenshawe)*
>
> *"The main thing, to be honest, is to get as many lorries out of the town as you can" (Hyde)*

9.18 There was some belief that, if public transport can be of a high quality, people will be enticed out of their cars. Evidence of success in Leeds was cited, with respect to bus priorities and high occupancy vehicle lanes.

> *".... if that happened and it worked, you're sat in traffic and the bus is always in front, people would think 'blow this, I'm going to start getting the bus'" (Bramhall)*
>
> *"If things are punctual and safe, people will use it" (Poynton)*
>
> *"You do new things, and people will try it, won't they? So once they've tried it, the idea is to keep their interest" (Wilmslow)*

9.19 There was something of a credibility gap, however, as people found it very difficult to envisage the extent of the required improvements ever happening.

> *"I suppose if it were reliable, people might go on the trains, but the whole point is they are not at the moment" (Wilmslow)*
>
> *"They need a lot of work, the buses" (Wythenshawe)*

9.20 It was a prerequisite to increasing use that the buses in particular should be made more secure, although it was acknowledged that behavioural problems on the vehicles reflected problems in society.

"It's lack of discipline – nothing to do with transport" (Wilmslow)

"They've got to be confident in using public transport, and how you win that confidence, I'm not sure" (Wilmslow)

9.21 In this context, the possibility of Metrolink extensions was welcomed, and there were indications, certainly in Wythenshawe, that the new services would be used, particularly for social nights out in Manchester. As "more of a door to door option", it seemed a better option than current choices.

9.22 The timescale of the strategy caused concern in some groups which perceived that the problems needed more immediate solutions than 20 years ahead. Some "quick wins" would encourage more confidence.

"Is it going to be in our lifetime?" (Hyde)

"Twenty years? We'll be dead by then. The by-pass took 30 years, didn't it?" (Wilmslow)

9.23 Indeed the elapsed time taken to develop (or not) some recent schemes led some to feel that they had seen and heard much of it before, and that resulting action had been limited.

"I sat here 20 years ago and said the same thing. It won't happen" (Poynton)

9.24 Part of the reason for the sceptism was the realisation that the strategy would need significant levels of funding.

"They are not going to throw money at it, let's be real" (Poynton)

"The bill would outstrip any government's, not desire to do, but the wherewith all to pay" (Poynton)

Increased rail frequency? "Wonderful, but how much would it cost?" (Hyde)

9.25 Younger people tended to be more aware of the need to alleviate the environmental problems resulting from transport, and to be convinced that other means than the car were part of the answer.

"People are going to use more public transport, and they are looking at the environmental elements a lot more than they would have done a few years ago" (Wythenshawe)

"Don't build more motorways – there are lots of main roads and lots of traffic – asthma in children is really high" (Wythenshawe)

"The strategy is how to make people more friendly to the environment. Perhaps part should be to ask why these people are making journeys" (Hyde)

9.26 As elsewhere, there was a strong realisation that, regardless of the merits of the strategy and, indeed, of any improvements that might be made to public transport, the task of persuading people to make some use of means other than their cars would not be easy. Other sections of the consumer society were thought not to help in this context.

"You've got an enemy – human nature. You try and get a person out of his car, and get into someone else's – he'd dump his wife at a bus stop first". (Hyde)

"Get people out of their cars? You're joking". (Poynton)

"It's no use promoting car sharing etc, and then advertising have your own car, some sort of status symbol" (Heaton Moor)

"If you could get me a bus that was as good as my car (play music….comfort….door-to-door) I will have it. But until public transport can do that……" (Bramhall)

"I think it's going to be a lot of the older people who won't get out of their cars; people over 30 who are set in their ways" (Wythenshawe)

9.27 When considered in the context of each of SEMMMS' objectives, reactions to the strategy were mixed, reflecting the overall sceptism that the strategy could be made to work.

Promote environmentally sustainable economic growth

9.28 In respect of this objective:

- reactions varied by location, with the greatest levels of enthusiasm expressed in areas currently at the lower end of the economic spectrum; and there were
- some reservations, particularly with respect to the effectiveness of the reduced road schemes.

"Will it promote economic growth? More than likely, in the sense that the growth of the airport has shown that it has generated growth. We'll have to wait and see whether there will be ongoing maintenance of that level of economic activity. I am a bit surprised about the single lanes." (Wilmslow)

"Will it help the economic development of the area? Oh yes, I should think so. We certainly need something." (Hyde)

"It would generate more jobs I would think (around the Airport)" (Wythenshawe)

Promote urban regeneration

9.29 Where urban regeneration was concerned there were:

- varied reactions, not a great deal of enthusiasm; and
- views that attempts should be made to reduce the need to travel, not make it easier.

Improve amenity, safety and health

9.30 Here there was:

- widespread support; but
- concern that cycling is currently very dangerous and unlikely to be made acceptably safe.

"It will certainly improve health and safety" (Poynton)

"Getting people to use buses as opposed to cars, it would be safer, wouldn't it?" (Wythenshawe)

Enhance the Regional Centre, town centres and local and village centres, and the Airport

9.31 In this context there was:

- some sceptism that the strategy would achieve this, other than for the Airport;
- little perceived benefit for the specific locations of the groups; and
- some doubt regarding the effectiveness of the reduced road schemes.

"It's all very well, but it doesn't help Bramhall" (Bramhall)

"Promote local shopping? I don't think it's going to be cost effective" (Bramhall)

"The road schemes – it's the booby prize. I think, as an area, we should have better facilities than we've got, and this is just a pacifier" (Wilmslow)

"The Alderley Edge bypass just seems farcical" (Wilmslow)

"And it's not going to be cost effective, 'cos it's not enough" (Wilmslow)

"They shouldn't have built half a road, without doing the bit towards Hazel Grove" (Wythenshawe)

"From Hazel Grove, this is the bugbear for years. They planned the bypass for years, and I'm talking 20 to 30 years" (Heaton Moor)

"The problem is, the bypass was left incomplete. It's not linked up with the one from Macclesfield. Once that happened, it would be fine" (Poynton)

Encourage community and cultured life and encourage social inclusion

9.32 Where this objective was concerned, there was:

- some potential to encourage social inclusion, if security and service quality problems of public transport can be resolved; and
- Metrolink was thought to have greatest potential

Overall

9.33 Whilst there were many points for and against elements of the strategy, and some doubt as to whether it could be made to work, many of the groups concluded their discussions with a positive note, in that there was a basic agreement that is was the right way to go.

"In the whole area, we need more trams, more buses and more trains, and that's the only way you're going to get cars off the road. End of story" (Poynton)

"The extra roads, the bus lanes, the buses changing the traffic lights, the extra Metro, that is a big success. I would think all these things are positive. I think it will all have to be done" (Heaton Moor)

"I think we are very sceptical. It's such a big thing to do. If it worked, it would be brilliant. We want it to work" (Heaton Moor)

"I am in favour of the strategy, the overall strategy. I think it is important not just to plan roads. That is not enough, 'cos they actually will get gridlocked very quickly" (Poynton)

Conclusions

9.34 Whilst there was difficulty thinking in strategic terms over a 20 year period, and some incredulity as to whether public transport/cycling could be improved sufficiently to present a viable alternative to the car, group members generally reacted favourably to

the strategy. There was basic agreement that it was the right way to go. Planning needed to cover all modes not just roads, and there was a need to do something serious.

Structured Market Research

9.35 Whilst the consultation programme in the earlier stages of the study achieved good rates of interest and response, it was important to assess the opinions of the public at large rather than rely on the reactions of a self-selecting sample. A structured survey of more than 1,000 households was thus undertaken to gauge the public's response to the recommended strategy.

9.36 This survey size permits statistically significant analysis. The surveyed areas were selected to provide wide geographic representation and to include the full socio-economic spectrum of the study area. The sample was allocated among the areas in proportion to their population size. Within each area, the interviews were conducted in people's homes. The interviewers worked to fulfil a quota sample based on Census data relating to gender, socio-economic grouping and age.

9.37 The interview was structured to identify first the respondents' general travel habits and the main transport problems which they encountered in their daily lives. Attitudes towards a number of transport related issues were explored before the interview focused on the subject of the strategy.

9.38 Respondents were then asked their views on the priorities which the strategy should have and then, following a review of the strategy on a series of show cards, the extent to which they believed the strategy had achieved its aims, and the degree to which they supported it. Finally, respondents were given the opportunity to amend the balance of the spending suggested for the strategy. In the paragraphs below, the key findings from the research are summarised.

Travel Habits

9.39 To put responses into context, respondents were asked first to specify their frequency of travel by a number of modes. Some 60% had experience of driving a car almost all at least once a week. Rather more, 70%, travelled as a car passenger. Whilst 58% had experience of travelling by bus, only 25% did so more frequently than once per week. Less than half the respondents (44%) ever travelled by train, with only 5% making a rail journey at least once a week.

9.40 Although the current Metrolink network does not serve directly the areas included in the survey, almost one in five respondents had experienced the service. For most it was an infrequent experience. There was very little experience of motorcycle riding among respondents. Almost nine of ten respondents walked for 10 minutes or more at some time, 84% of them doing so at least once a week.

9.41 As could be expected there were variations across the study area in the use of different modes of transport. Residents of areas like Cheadle Hulme, Bramhall and the Macclesfield Borough parts of the study area, were the most frequent users of the

car, while those from Wythenshawe used a car least often. The highest bus use came from the parts of the study area north of the M60 and areas of least bus use matched those with high car use. Residents from the parts of the study area in Macclesfield Borough were more likely to use the train regularly, while those from Marple and Romiley had the highest propensity to walk for longer than 10 minutes.

Transport Related Problems

9.42 When asked to say what transport related problems affected them, the largest proportion of respondents said congestion (26%) or poor bus and rail services (also 26%). Poor road maintenance was mentioned by 10% of respondents overall. Pedestrian safety was a concern to 9% of those surveyed.

9.43 Overall, the most significant transport problems identified by respondents to the survey corresponds well with the responses to the mailback questionnaire that accompanied the first study newsletter distributed in Phase 1. Congestion was the top problem from both surveys and poor bus and rail services also scored highly as a problem in each. There are some differences though and it should be considered that:

- the Phase 2 market research was a structured sample, while the mailback questionnaire with newsletter it was a self-selected sample;
- reflecting the self-completion nature of the newsletter questionnaire and the interviewer administered approach of the structured market research, the questions on transport related problems were asked in a slightly different way.

Support for the Strategy

9.44 The strategy had the support of 84% of respondents. Only 1% registered a strongly negative reaction. The results are summarised in Table 9.1.

Table 9.1: Overall Support For The Strategy

	Total (%)
Strongly Supportive	47
Moderately Supportive	37
Neither supportive nor against	10
Moderately against	2
Strongly against	1
Don't know	3

Sample size: 1009

Spending Balance

9.45 Respondents were asked, if they could change the balance of spending in the strategy, in which sectors would they like the balance changed. The majority of respondents said they would prefer to see more money spent on every aspect of the strategy, *except* road-building, where only 32% considered more should be spent.

9.46 This compares with as many as 70% who would like to see increased spending on pedestrian facilities, whilst 68% wanted more spent on facilities for cyclists. Increased spending on bus services and bus priorities was advocated by 69% of respondents. Increased rail spending received support from 64% and 58% supported more expenditure on Metrolink. Significantly, 65% were in favour of more expenditure to increase travel awareness.

9.47 When converted into an "index" (percentage wanting increased spending, minus those wanting reduced spending) this order of priority is retained. The spending balance indices are shown in Table 9.2

Table 9.2: Spending Balance Indicies

Spending on	Percentage wanting increased spending minus percentage wanting reduced spending
Facilities for pedestrians	68
Bus and bus priority	66
Facilities for cyclists	63
Increasing travel awareness	62
Rail service improvements	59
Traffic management	59
Metrolink extensions	53
Road building	14

Summary

9.48 Overall, the recommended strategy received overwhelming support from those surveyed. The strategy includes significant investment in public transport infrastructure and measures to improve the service offered by public transport. It includes a significant package of behavioural change measures as well as measures to promote cycling and walking. When asked, respondents stated they would like to see even more expenditure on such measures. Those who would like to see more expenditure on public transport outweighed those who wished to see more expenditure on roads by 2 to 1.

9.49 The results of the survey have shown that a strategy with the majority of expenditure on non-road travel has achieved overwhelming support. It has also showed that even more expenditure in this area would be supported. The recommended strategy, however, has been developed to be one which is both attainable and fundable in a

twenty year period. It is believed that any additional public transport expenditure to that in the strategy would be difficult, if not impossible, to fund and implement in a twenty year period. What the survey illustrates is that there is now an onus on the implementing authorities and Government to ensure the delivery of the whole strategy.

Wider Reference Group

9.50 The Wider Reference Group was also consulted on their views about the study's recommended strategy. Wider Reference Group members were sent details of the study's recommendations (in the form of a draft of Chapter 7 of this report) and feedback was invited.

9.51 The feedback from the WRG members who responded was supportive of the public transport, management and transport change elements of the strategy. Concern was expressed, however, about the degree of road construction included within the strategy. This concern was expressed notwithstanding that the roads are to be implemented at a reduced scale to those remitted to the study.

9.52 The concern about, and in some cases opposition to, the inclusion of the bypass proposals in the strategy is significant. While it is believed the local bypasses are a essential component of the strategy and that their environmental impacts are not as significant as WRG members have suggested, it shows that the implementing authorities will need to take care that the public is fully consulted during their development phase, and that they respond and are seen to respond to concerns raised in that consultation process. It will be very important that the benefits as well as impacts of the schemes are elucidated clearly.

Third Newsletter

9.53 Like the two newsletter produced as part of the Phase 1 participation and consultation programme, the third newsletter was distributed to each residential and business address in the study area. Newsletter distribution commenced on 27 August 2001 and was completed in a three week period. The vast majority of newsletters were distributed by the Royal Mail, but in and around Alderley Edge the Royal Mail was unable to distribute the newsletter in the required timescale and distribution was undertaken by inserting the newsletter in a local free newspaper.

9.54 The third newsletter was also posted directly to MPs, MEPs and councillors prior to its wider circulation. It was also sent directly to members of the study's Wider Reference Group and the Key Priority Group on Planning, Environment and Transport of the North West Regional Assembly.

9.55 The third newsletter (illustrated in Figure 9.1) included:

- a short summary of the study process;
- a non-technical description of the recommended strategy;

Figure 9.1: Third Newsletter - Summer 2001

- a summary of the implementation process;
- information about what study area residents or business should do if they are concerned about blight arising from the recommended strategy (reproduced in Appendix D); and
- a short mail-back questionnaire.

9.56 Newsletter distribution outside the Core Study Area was also undertaken. Copies of the newsletter were sent to representatives of business groups and to public libraries, leisure and sports centres, places of workshop and the like. Around 15,000 newsletters were distributed this way.

9.57 The newsletter questionnaire had seven questions. The first explored respondents' priorities for the transport strategy and the second whether they were supportive or against the strategy described in the newsletter. The remaining questions gained information on the respondents' characteristics, namely the number of cars in their household, their occupation (to allow allocation to the usual social-economic grouping employed in market research), the respondent's age and sex. Respondents were asked their home postcode, which was then used to monitor delivery of the newsletter and identify different response rates across the study area. The questionnaire allowed respondents to add their own comments.

9.58 While not as large as the response received to the questionnaire distributed with the first study newsletter in Spring 2000, nevertheless a very significant response was achieved. As would be expected for a self-selected response, the support and opposition expressed to the strategy was more pronounced than in the structured market research. Consequently, very few respondents returned a "don't know" answer to the question which asked their degree of support for the strategy. The level of support for the strategy in the responses to the newsletter questionnaire was very similar to that found in the structures market research and four out of every five responses answered that the strategy had either strong or moderate support. A greater proportion of people said they were against the strategy than in the structures market research exercise. This is attributed to the self-selection nature of the sample, which gives greater weight to those against the strategy than a randomly chosen sample.

9.59 Around two-thirds of the responses to the newsletter questionnaire had additional comments on the study's recommendations. While offering overall support, there was an understandable concern about some of the details of the strategy's implementation. The continuation during the implementation period of the consultation process started by this study will offer a mechanism to address many of these concerns.

Conclusions

9.60 The recommended strategy was well received by elected members from across the study area. Given the central role of the Local Transport Plans in the implementation

of the strategy the level of support expressed by councillors is encouraging. As expected, however, elected members did express concern about points of detail. Concern was also expressed about the Government's commitment to fund the implementation of the strategy.

9.61 Broad support was also obtained from members of the WRG who responded to the consultation exercise, but there was concern about and in some cases opposition to the inclusion of the recommended bypasses on the ground of their environmental impacts. The implementing authorities will need to consider carefully such concerns when developing their designs. Successful and genuine consultations on the bypass proposals will need to be an integral part of the implementation process.

9.62 The recommended strategy received overwhelming support both from the structured market research exercise and the newsletter questionnaire. However, the comments made on the newsletter questionnaire and the focus group exercise both illustrated that the public is sceptical about the Government's commitment to fund the strategy and the local authorities' ability to implement it.

10. NEXT STEPS

10.1 The South East Manchester Multi Modal Study was established following the publication of the Government's Integrated Transport White Paper and their Roads Review in July 1998. The study was tasked with developing a twenty year integrated transport strategy for the study area and within that context a five year implementation plan. The study was also tasked with making specific recommendations on the future of the three road schemes in South East Manchester that were remitted to the study for its consideration.

10.2 It became clear early in Phase 1 of the study that whilst congestion is the biggest single problem with the transport system of South East Manchester, there are many other problems. These include, but are not limited to:

- the quality and extent of the public transport network;
- the patterns of land-use that have developed over the last twenty years in the study area;
- the inter-authority relationships and the study area authorities' differing powers, priorities and resources to promote change to the transport network;
- the particular transport needs of areas of social deprivation, these being quite different to those of the more affluent parts of the study area; and
- study area residents expectations and aspirations for personal mobility.

10.3 Only a fully multi-modal strategy will address each of these problems and contribute to the shared policy objectives of the study area local authorities. A roads-based package would only address some of the immediate and localised congestion problems in the study area. A public transport dominated package would do little to address the congestion problems the study identified as being of key concern. It was clear from an early point in the study that a balanced strategy was needed.

10.4 By including a series of local bypasses, the recommended strategy will result in unsuitable traffic being removed from residential areas and established commercial centres. However, these local benefits will only occur if the construction of new road space is combined with a reallocation of road space on relieved routes to pedestrians, cyclists or public transport, or as part of a package to promote urban regeneration.

10.5 The recommended strategy has a strong public transport focus which builds on the established strengths of the study area's existing public transport network while addressing its major deficiencies. The promotion and development of the bus network as a study area wide alternative to car travel, and as a means of transport accessible and available to *all* study area residents, forms the centrepiece of the public transport recommendations. The strategy also aims to build on the recent reversal of the long term decline in rail use, and in particular recognises its role for commuting trips to the centre of Manchester and for longer distance trips. The

strategy recognises the potential role rail can play in serving orbital journeys. The strategy builds on the recognised success of the Metrolink light rail system by recommending a further expansion of the network.

10.6 Recommendations on how road space in the study area is used and managed will reduce the adverse impacts of traffic on communities across the study area. The strategy recognises the contribution of freight traffic to the local economy while managing the unquestionable impact that goods vehicles have.

10.7 The strategy also recognises that potentially the most significant benefits to the South East Manchester area can come from residents of the study area amending their travel patterns, bringing both personal benefits as well as study area wide improvements to the transport system. To this end, a significant package of transport change measures forms an integral part of the strategy and the centre piece of the five year implementation plan.

10.8 The consultation undertaken on the study's recommendations has indicated overwhelming support from the public. Indeed, it was evident from the market research exercise undertaken at the end of Phase 2, that the public would favour even greater levels of investment in public transport, in facilities for pedestrians and cyclists, and in behavioural change measures. The recommended strategy, however, is one developed with a recognition of the practicalities of promoting, financing and then building major new infrastructure. It was also developed with a recognition of the time that will be required to engender significant changes in travel behaviour of South East Manchester residents. The recommended strategy is therefore one which is both implementable and fundable in a twenty year period. It is believed that any significant additional public transport infrastructure to that in the strategy would be difficult, if not impossible, to fund and implement in the strategy's lifetime.

10.9 The consultation exercise indicated a degree of scepticism from both the public and elected members that the strategy will be implemented. Given the way the study area's transport system has developed in the last few decades, this scepticism is understandable. Again, it is important to note that the recommended strategy is deliverable and practicable, but the onus is now on the implementing authorities to deliver the strategy, and the Government to meet its Ten Year Plan funding commitments.

10.10 Once the strategy's approval process is complete, it will fall to the study area local authorities to implement the strategy through the Local Transport Plan process. The local authorities will have to work closely with each other, with Government and its agencies, and with the study area's transport operators

10.11 Through its Ten Year Plan, the Government has committed to make available the resources required to implement the recommendations arising from the multi-modal study process. While full details of the funding mechanism are yet to be confirmed, implementation of the strategy can start in Financial Year 2002/3 (i.e. from April 2002). A number of the recommended strategy's measures are significant proposals and will take some time to develop and take through the statutory and funding process, so the visible evidence of 'strategy implementation' on the ground is likely to be modest in the next few years. A number of the strategy measures will require additional

revenue expenditure by local authorities, either to implement a recommendation or to take a recommendation through its design stages and the statutory process. The provision of revenue funding for such measures is an integral requirement of the funding package for the strategy.

10.12 It will be important, however, that the momentum of the strategy's implementation is maintained. One of the study's recommendations is for an implementation group to be established. The group, drawn from the Steering Group established for the study, will ensure that the strategy is implemented in a co-ordinated and timely manner and that the shared inter-authority purpose evident throughout this study is maintained. The group will also be responsible for monitoring the success of the strategy and as circumstances develop over time, its evolution to meet new challenges.

10.13 Finally, it is stressed once again that the strategy recommended by this study must be implemented in its entirety if its benefits are to be fully realised. It is not possible to pick and choose elements from the strategy because they are apparently the most popular, or are easy or quick or cheap to implement. The full benefits from the strategy will only be seen when it is implemented as a whole. If this should be proved not possible, the entire strategy will need to be reviewed. With the continuing commitment of the local authorities and the funding support of the Government, combined with the widespread support indicated for the strategy from the consultation programme, an environment has been established for the successful implementation of this study's recommendations.

APPENDIX A: STUDY BIBLIOGRAPHY

Phase 1

Inception Report	January 2000
Problems, Issues and Opportunities	May 2000
Problems, Issues and Opportunities – Appendices	May 2000
A – Focus Groups	
B – Response to Written Consultation	
C – Report of Workshops	
D – Land Use and the Economy	
E – Roads and Traffic	
F – Public Transport	
G – Freight	
Review of Data	May 2000
Review of Models	May 2000
Review of Models – Appendices	June 2000
Phase 1 Final Report	July 2000

Phase 2

Data Collection Report	December 2000
Strategy Options	February 2001
Modelling Report	May 2001
Forecasting Report	May 2001
Appraisal Report	July 2001
Core Strategy	July 2001

SOUTH EAST MANCHESTER
Final Report

Recommended Strategy	August 2001
Workshop and Consultation Report	September 2001
Final Report	September 2001

APPENDIX B: STEERING GROUP MEMBERSHIP

Chair: Government Office for the North West

Members:
- Association of Manchester Bus Operators
- Central Office of Information
- Cheshire County Council
- Derbyshire County Council
- Department of Transport, Local Government and the Regions
- Freight Transport Association
- Greater Manchester Passenger Transport Executive
- Highways Agency
- Macclesfield Borough Council
- Manchester Airport PLC
- Manchester City Council
- North West Development Agency
- North West Regional Assembly
- North West Transport Activists Roundtable
- Railtrack PLC
- Stockport Metropolitan Borough Council
- Tameside Metropolitan Borough Council

APPENDIX C: WIDER REFERENCE GROUP

Organisation
A Mayne & Son
Blue Bird Coaches
Alternative Proposals on Transport
Arriva Midlands North
Bramhall & District Enterprise Ambulance
Brinnington Retired Pensioners
British Red Cross
British Waterways
CBI
Central Railways
Charterplan
Coral Coaches
Council for the Protection of Rural England
Countryside Commission
CPRE
Cycling Project North West
Dinmoor Residents Association
Age Concern Stockport
Disability Stockport
Droylesden Coaches
Easy-Go
Edgeley & Cheadle Heath Community Transport
Elite Services
English Heritage
English Nature
English Welsh and Scottish Railway
Environment Agency Regional Office
Farming and Rural Conservation Agency
Finglands Coachways Ltd
First Manchester
First North Western
Friends of the Earth
Greater Manchester Disability Organisation
Greater Manchester Pedestrians Association
Goyt Valley Rail User Association
Hayton's Coaches
Heald Green & Long Lane Ratepayers Association
High Lane Residents Association
High Peak District Council
High Peak Rail Passenger Association
Jones Executive Coaches
Ladybarn Estate (Withington) Resident Association
Manchester & District Transport for Sick Children
Manchester Cab Committee
Manchester Chamber of Commerce
Manchester Education Authority
Manchester Health Authority

Organisation
Manchester Jewish Social Services
Manchester Trades Union Council
Manchester TUC Pensioners
MIND in Manchester
MSF North West
MSFU/Ring & Ride User Group
National Express
National Federation for the Blind
National Private Hire Association
Norman's Minibus
North Cheshire Health Authority
North West Regional Health Authority
Northendon Civic Society
Northern Spirit
Open Spaces Society
Peak and Northern Footpath Society
Peak District National Park
Pensioners Liaison Forum N.W
Poynton with Worth Parish Council
Presbury Parish Council
R Bullock
Rail Freight Group
Rail User Consultative Committee for North Western England
Reddish Assoc of Retired People
Renshaw's Executive Minicoaches
Ring and Ride User Group
Road Haulage Association
Royal Automobile Club
South Cheshire Health Authority
Stockport & District Townswomens Guilds
Stockport Health Authority
Stockport Pensioners Forum
Sustainability North West
Sustrans
Tameside Age Concern
Tameside Blind Association
Tameside Community Minibus
Tameside Epilepsy
Tameside Racial Equality Council
Tameside Transport Consultative Group
Taxi Owners and Drivers Association
The Automobile Association Limited
The British Motorcyclists Federation
The British Vehicle Rental & Leasing Association
The Countryside Agency
The Railway Forum
Transport 2000
Vales of Manchester
Virgin Trains
Woodford Community Council
Wythenshawe Combined Tenants Association
Wythenshawe Mobile Community Transport

APPENDIX D: GENERALISED BLIGHT

The following text appeared in the third study newsletter, which was circulated to study area residential and business addresses in August/September 2001:

"The Steering Group for the study is aware that some of the recommendations from SEMMMS may cause anxiety amongst residents and businesses who fear they may be affected. No decisions have yet been taken about whether these proposals should go ahead. The final recommendations will be passed to the Regional Planning Body – the North West Regional Assembly – which will consider whether it wishes to support the strategy. It will then, in turn, make recommendations to Ministers.

The study has been taken forward in an open and consultative manner and the possible options discussed publicly. Many of the proposals are at a very early stage in the planning process and if the recommendations are accepted, further work would be required to prepare and consult on detailed designs and route alignments. This will allow specific impacts to be identified. Alignments suitable for each of the three major road proposals recommended by this study are presently protected in the Development Plans of study area local authorities.

There are no provisions for compensation to be paid to those who consider they may be affected by any of the recommendations at this stage. However, if the recommendations are taken forward then the statutory blight provisions of the Town and Country Planning Act 1990 will apply. These set out the circumstances in which those residential owner-occupiers and owners of small business who are directly affected can require the promoting authority to buy their property. Any queries on this issue can be addressed to Mike Hayward, Government Office for the North West, Sunley Tower, Piccadilly Plaza, Manchester M1 4BE. However, it is recommended that anyone who feels that they are affected by blight as a result of the publication of the SEMMMS recommendations should seek independent advice."