

Greater Manchester Combined Authority

Overview & Scrutiny

Date: Wednesday 26th November 2025

Subject: Draft Local Transport Plan - Greater Manchester Transport Strategy 2050 and Delivery Plan

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport and Caroline Simpson, Group Chief Executive, GMCA

Purpose of Report

The Greater Manchester Transport Strategy 2050 and Transport Delivery Plan (2027-2037) are GM's proposed new statutory Local Transport Plan (LTP) and are planned to replace the current LTP, the Greater Manchester Transport Strategy 2040.

Aligned with the priorities set out in the Greater Manchester Strategy (GMS) and the emerging GMS Delivery Plan, the GM Transport Strategy 2050 and Delivery Plan outlines how we will develop the Bee Network and the wider transport network to 2050 enabling a transport system for a global city region.

This report includes the final drafts of the Strategy and Delivery Plan and seeks formal approval to consult on them.

Recommendations:

The GMCA Overview and Scrutiny Committee is requested to:

1. Consider and comment on the Draft GM Transport Strategy 2050 and the Draft GM Transport Delivery Plan (2027-2037);
2. Note that, subject to GMCA approval on 28th November, a public consultation exercise on the Draft GM Transport Strategy 2050 and the Draft GM Transport Delivery Plan (2027-2037) will commence for a period of 12 weeks; and
3. Note that the Draft Transport Strategy and Draft Delivery Plan are supported by an Evidence Base, Policy Documents and an Integrated Appraisal that will also be publicly available as part of the public consultation.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

The GMCA is requested to:

1. Note the positive impacts for equalities, carbon and sustainability.
2. Approve the final draft documents for consultation as follows:

LTP Draft GM Transport Strategy 2050

LTP Draft GM Transport Delivery Plan (2027-2037)

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	The draft Local Transport Plan Network Policies are: Reliable, Integrated, Inclusive and Affordable, Healthy, Environmentally responsible, Safe and Secure, and Well maintained and resilient. A combination of schemes, interventions and ways of working across these network policies should positively impact several of the protected characteristic groups. As above. As above. The decision is the approval to consult on the draft Local Transport Plan and supporting documents. The consultation planned allows communities the opportunity to shape the strategy and delivery plan. Ongoing engagement on specific schemes and interventions will also aid this process. As above.
Health	G	The Local Transport Plan has a network policy of 'healthy' and a clear focus on promoting active travel e.g. walking, wheeling and cycling through the continued development and provision of the Bee Network. As well as the above there are detailed policies included in the LTP on health, affordability and tackling transport related social exclusion. As above. As above. Delivering the Bee Network' is a key policy at the heart of the LTP. Accessibility to services and facilities that residents need is key to delivery of the plan.
Resilience and Adaptation	G	The delivery of the LTP and the Delivery Plan will improve the resilience, safety and security of the transport network. The delivery of the LTP and the Delivery Plan will improve the resilience, safety and security of the transport network. The LTP has a specific policy on green and blue infrastructure which looks to enhance it to support biodiversity, environmental and community benefits, improve sustainable water management and to provide an attractive environment for walking, wheeling, and cycling.
Housing	G	The LTP identifies our priorities for good growth and the focus on GM Growth Locations and town centres. A focus on accessibility to these and other development sites is key and is reflected in the draft Delivery Plan.
Economy	G	The LTP is a statutory document which sets policy direction and is used alongside local land use plans. The LTP outlines a place-based, growth-led approach to create 'a transport system for a global city region' and fully aligns to the GMS workstreams and pledges.
Mobility and Connectivity	G	
Carbon, Nature and Environment	G	Right Mix Targets.
Consumption and Production	G	Use of recycled materials in future delivery of infrastructure schemes.
Contribution to achieving the GM Carbon Neutral 2038 target		Examples include: Right Mix Targets - 50/50% split of all journeys between private car and other modes (walking, wheeling, cycling and public transport) by 2040. Electric Bus Fleet and Depots Provision of EV charging across GM
Further Assessment(s):		Equalities Impact Assessment and Carbon Assessment
G	Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider.
R	Mostly negative, with at least one positive aspect. Trade-offs to consider.	RR Negative impacts overall.

Carbon Assessment		
Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	N/A	
Transport		
Active travel and public transport		The draft Delivery Plan sets out the key transport priorities and delivery mechanisms. Proposed schemes or areas for investigation are identified on plans and set out in tables. These will form the transport components of the Integrated Pipeline.
Roads, Parking and Vehicle Access		The draft Delivery Plan sets out the key transport priorities and delivery mechanisms. Proposed schemes or areas for investigation are identified on plans and set out in tables. These will form the transport components of the Integrated Pipeline.
Access to amenities		The draft Delivery Plan sets out the key transport priorities and delivery mechanisms. Proposed schemes or areas for investigation are identified on plans and set out in tables. These will form the transport components of the Integrated Pipeline.
Vehicle procurement	N/A	
Land Use		
Land use	N/A	
No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.
		Partially meets best practice/ awareness, significant room to improve.
		Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

No specific implications at this stage.

Legal Considerations

Pursuant to the Greater Manchester Combined Authority Order 2011 Order, the former GMITA was abolished and its functions transferred to the GMCA. In consequence the GMCA is the local transport authority ('LTA') and integrated transport authority ('ITA') for the area of Greater Manchester and has all the functions of an LTA and ITA.

In that regard, under section 108 of the Transport Act 2000 each local transport authority must:

- (a) develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport to, from and within their area, and
- (b) carry out their functions so as to implement those policies.

A local transport authority must keep their local transport plan under review and alter it if they consider it appropriate to do so. In preparing their local transport plan, and in keeping it under review,

The statutory requirements are being reviewed and followed as the Plan is being developed and progressed. The functions of adoption, approval, amendment, modification, revision, variation, withdrawal or revocation of a local transport plan are exercisable only by the Mayor. Certain functions are subject to bespoke voting requirements as set out in the GMCA Constitution.

Financial Consequences – Revenue

No specific implications at this stage.

The revenue funding required to deliver the interventions in the strategy and delivery plan are the subject of ongoing discussions, including in the context of updating the Medium-Term Financial Plan (MTFP).

Financial Consequences – Capital

No specific implications at this stage.

The capital funding required to deliver the interventions in the transport strategy and delivery plan are the subject of ongoing discussions, including in the context of updating the Medium-Term Financial Plan (MTFP).

Number of attachments to the report: 4

Appendix One: GM Transport Strategy 2050 and Delivery Plan Evidence Index

Appendix Two: Other Supporting Evidence Reports

Appendix Three: GM Transport Strategy 2050 Consultation Draft

Appendix Four: GM Transport Delivery Plan (2027-2037) Consultation Draft

Background Papers

- Greater Manchester Transport Strategy 2040
<https://tfgm.com/2040-transport-strategy>
- 26 October 2023 – BNC Local Transport Plan Process
[BNC 20231026 GM Local Transport Plan Process](#)
- 22 November 2023 – GMCA O&S Local Transport Plan Process and Renewing Our Visions
[GMCA O&S 20231122 Local Transport Plan Refresh and Vision](#)
- 15 December 2023 – GMCA Local Transport Plan - Renewing Our Vision
[GMCA 20231215 Local Transport Plan Refreshing Our Vision](#)

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?
No.

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

The Draft GM Transport Strategy 2025 and Draft Transport Delivery Plan (2027-2037) will be considered by Overview and Scrutiny on 26th November 2025 and therefore, in accordance with guidance, will not be subject to call in.

Bee Network Committee

The report will be considered by BNC on Thursday 27th November 2025.

Greater Manchester Combined Authority

The report will be considered by GMCA on Friday 28th November 2025.

1. Introduction

- 1.1 The Greater Manchester Strategy (GMS) launched on Wednesday 9 July, setting out a collective vision for a thriving city region where everyone can live a good life. It focuses on two interlocking priorities: growing the economy and ensuring residents can live well.
- 1.2 Seven workstreams underpin this vision, including transport, housing, digital connectivity, and community safety. Transport is not only a workstream in its own right - it acts as a critical enabler for the city region's growth, connecting people to jobs, education and leisure opportunities.
- 1.3 The aim is to develop the Bee Network as a transport system for a global city region; making it even easier to get around, connecting every community like never before.
- 1.4 Following the launch of GSM, work is now underway on the GSM Delivery Plan, the Local Growth Plan and the Integrated Pipeline to ensure the vision becomes a reality.
- 1.5 To complement these, it is now proposed to consult on a draft GM Transport Strategy and Transport Delivery Plan (2027-2037).

2. GM Transport Strategy 2050 and Transport Delivery Plan

- 2.1 In Greater Manchester, we believe transport is about people, places and the connections between them. Greater Manchester is already leading the way in delivering a transport system that drives good growth, improves life chances, and supports revitalised places – but there is more to be done.
- 2.2 Central to the draft transport strategy is the Bee Network, our integrated transport system, designed to provide seamless travel across various modes of transport, including buses, trams, trains, walking & wheeling and cycling.
- 2.3 The draft strategy and delivery plan sets out how, alongside other delivery priorities set out in the Greater Manchester Strategy, transport will enable every part of the city region to be successful, creating the right conditions for our people and places to thrive. It sets out investment priorities for the next decade, as well as longer-term bold future transport policies to sustain, grow and transform the Bee Network and our wider transport network to 2050. Each part of GM will have different plans, but

transport investment is vital to support ongoing growth and development across the city-region.

- 2.4 The GM Transport Strategy 2050 has been drafted to align with the Greater Manchester Strategy and the GMS Delivery Plan, the Integrated Pipeline, Investment Strategy and the draft Local Growth Plan that also being considered at this meeting.
- 2.5 The updated Transport Strategy and Delivery Plan comprise the following final draft documents:
- **GM Transport Strategy 2050:** This provides the context for the plan, sets out how the outcomes within the GMS will be delivered; summarises the evidence base; and sets out establishes a series of network and delivery policies.
 - **GM Transport Delivery Plan (2027-2037):** This identifies our initial transport priorities in a series of updated maps that present our committed and potential future transport investments.
 - **Policy Documents:** Each of the policies have supporting statements which identify the policy, set out what the policy covers and the justification for the proposed approach.
 - **Evidence Base:** Includes information about the GM population, the economy and the environment.
 - **Integrated Appraisal:** An initial assessment of the impact of the draft strategy and delivery plan on the economy, society and the environment. This includes a Habitats Regulation Assessment.
- 2.6 The draft GM Transport Strategy 2050 and GM Transport Delivery Plan (2027-37) are appended to this report for review and for approval to commence consultation. The policy documents, supporting evidence base and Integrated Appraisal are referenced via a hyperlink from the Appendix.
- 2.7 The documents have been co-developed by colleagues at Local Authorities, GMCA and TfGM. A broader engagement, over the last 12 months, has also been undertaken with neighbouring local authorities, and key stakeholder groups, partner organisations and representative groups across the business, health, equalities and VCFSE sectors. This includes organisations such as National Highways, Network Rail, NHS, GMCA's Business Transport Advisory Council etc.

- 2.8 The intention is for these to be “live” and flexible documents which can be updated/amended annually by GMCA. The process for ensuring appropriate engagement, consultation and approvals of these updates will be developed in conjunction with Local Authorities, statutory consultees and other partners over the coming months.

Key areas within the GM Transport Strategy 2050 and Transport Delivery Plan

- 2.9 The Strategy sets out a long-term vision to 2050, while the Delivery Plan focuses on GM’s transport priorities between 2027 and 2037.
- 2.10 The right mix target is retained, such that, by 2040, the aim is for half of all journeys to be made by people walking, wheeling, cycling and public transport, helping to create a more sustainable and healthier city region.
- 2.11 The Strategy includes refreshed policies for how streets and roads are used and managed in order to keep the transport network running smoothly. There is also a strong focus on network safety and reliability including renewing and maintaining key infrastructure, which includes a recommitment to Vision Zero – our aim to eliminate fatalities and life-changing injuries on our roads by 2040.
- 2.12 Plans are reaffirmed to bring rail services into the Bee Network, alongside outlining how Greater Manchester will strengthen its connections with other regions, particularly through future rail projects like Northern Powerhouse Rail, to support economic growth and create more opportunities for residents and businesses.
- 2.13 Work is being undertaken to explore options for a future metro / underground system to move more people and improve connections across the city-region. Further detail will be provided in a report on the GM Rail Vision, which is scheduled to be presented to GMCA in December.
- 2.14 Finally, the initial draft transport investment priorities, which are presented on a series of maps in the Delivery Plan, form input to the Integrated Pipeline. These priorities are part of a plan to deliver a decade of good growth - ensuring that every part of the city region is succeeding and no person or place is left behind. GM’s future transport priorities will be confirmed in the final version of the GM Transport Delivery Plan (2027-37) as set out below.

3. Consultation and Engagement

3.1 Subject to GMCA approval, a 12-week public consultation on the draft strategy and delivery plan will be undertaken from December 2025.

3.2 Further details on the consultation process are outlined below. Feedback will be gathered through a variety of accessible channels to ensure broad participation. In addition to collecting quantitative and qualitative feedback on the Strategy and Delivery Plan, demographic data will be gathered to monitor the reach of the consultation and to assess its impact across different communities and groups. Consultation materials will include:

- The GM Transport Strategy 2050, GM Transport Delivery Plan (2027-37), and Summary document. The Summary is a public facing document of the Strategy and Delivery Plan to support the consultation. The approval of the content of this document is requested to be delegated to the GMCA Group Chief Executive in consultation with the GM Mayor;
- The policy and supporting evidence documents (policy papers, Integrated Appraisal, and reports on population, economy, environment, and transport);
- Questionnaires to enable detailed and summary feedback to be provided; and
- Easy Read and plain text version of the Summary with other alternative formats on request.

3.3 The consultation methodology has been underpinned by an Equality Impact Assessment (EqIA) to ensure accessibility for all groups; and by a communications approach designed to reach as many people as possible, in order to make the consultation accessible, visible, and inclusive for all, and includes:

- **An online Consultation platform:** The GM Consult platform is the primary hub for sharing materials and collecting responses. It will host all key documents and provide structured response forms which will include open-ended feedback options. Alternative formats and language support will be available on request.
- **In-Person Drop-in Events:** Local events will be held in each Local Authority area, alongside a programme of stakeholder sessions managed throughout the consultation period. These events will be delivered in locations that communities frequent, based on feedback from Local Authority officers and

equality impact considerations. The design and delivery of these events will be undertaken in close collaboration with Local Authority officers.

- **Targeted Meetings:** Additional engagement will take place through existing forums and meetings with business groups, transport operators, health, environmental and equality groups, and other key stakeholders.
- **Printed and Accessible Materials:** All core documents, including an Easy Read and text-only version of the summary document, will be available online and in print at key locations, and on request. Translations and other accessible formats will be provided as requested.
- **Ongoing Engagement:** Throughout the consultation period, further engagement will be conducted to raise awareness and encourage participation, especially among underrepresented groups. Engagement will also take place with Trade Unions.
- **Communications:** A comprehensive communications plan will underpin the consultation to ensure that all communities across Greater Manchester are aware of the opportunity to participate. Information about the consultation, including how to get involved and where to access materials, will be widely promoted through a range of channels. These will include the GMCA and Bee Network websites, social media platforms, local press, and community networks. Printed materials, such as posters and leaflets, will be distributed in key public locations, and Local Authority partners will play an active role in raising awareness within their areas.

3.4 Following completion of the consultation, comments will be reviewed and incorporated into updated versions of the Strategy and Delivery Plan.

3.5 The final Strategy and Delivery Plan are proposed to be approved by all 10 GM Local Authorities and the GMCA by Summer / Autumn 2026, to align with the commencement of the Transforming City Regions (TCR) funding from April 2027.

Appendix One: GM Transport Strategy 2050 and Delivery Plan Evidence Index

Network Policies	Delivery Policies
Link to detailed policy explanation	Link to detailed policy explanation
GP1 - Growth Locations and Town Centres	DP1 - Delivering the Bee Network
Reliable	Our Streets and Roads
NP1 - A Reliable Transport Network	DP2 - Streets
Integrated	DP3 - Walking and Wheeling
NP2 - Network Planning	DP4 - Cycling
NP3 - Integrated Fares and Payment	DP5 - Bus Services
NP4 - Journey Planning and Information	Bus Services
NP5 - Land Use and New Development	DP6 - Bus Infrastructure
Inclusive and Affordable	DP7 - Neighbourhood Transport Services
NP6 - An Inclusive and Accessible Network	Freight and Logistics
NP7 - Tackling Transport Related Social Exclusion	DP8 - Freight and Logistics
NP8 - Affordability	Roads
NP9 - Night-time Travel	DP9 - Strategic Roads
Healthy	DP10 - Planning of key routes and local roads
NP10 - Health	DP11 - Management of key routes and local roads
Environmentally responsible	DP12 - Parking and Kerbside Management
NP11 - Pollution	Other Street Users
NP12 - Climate Change	DP13 - Car Clubs
NP13 - Green and Blue Infrastructure	DP14 - Cycle and E-Scooter Hire
NP14 - Built and Natural Environment	DP15 - Motorcycles, Mopeds and E-Scooters
Safe and Secure	DP16 - Taxis
NP15 - Vision Zero	DP17 - Coaches
NP16 - Personal Safety and Security	DP18 - Zero and Ultra Low Emission Vehicles
NP17 - Network Security	Our Rail and Light Rail
Well-maintained and Resilient	DP19 - Rail Integration
NP18 - Maintenance and Asset Management	DP20 - Regional and National Rail Services
	DP21 - Existing Light Rail
	DP22 - Future Light Rail & Metro
	Transport Hubs
	DP23 - Transport Hubs (including Park and Ride)
	Ways of working
	DP24 - Travel Choices
	DP25 - Technology & Innovation
	DP26 - Collaboration with Neighbouring Authorities and Other Organisations

Appendix Two: Other Supporting Evidence Reports

Report title and link

[GM Population and Economy Evidence Report](#)

[GM Environment Evidence Report](#)

[GM Transport for Growth Evidence Report](#)

[Integrated Appraisal of the Draft GM Transport Strategy 2050 and Delivery Plan](#)

[Integrated Appraisal - Habitats Regulations Assessment Report](#)