

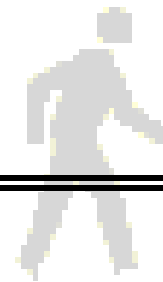
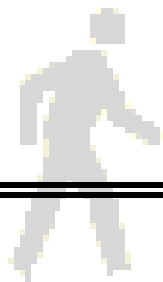
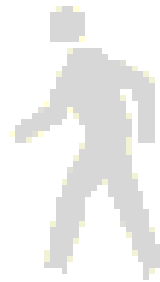
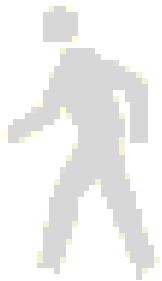
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*The*  
**Greater Manchester  
Walking Strategy**

August 2002

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# The Greater Manchester Walking Strategy

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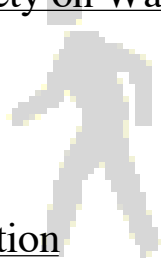
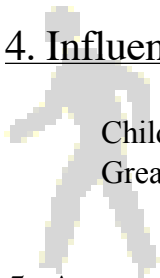
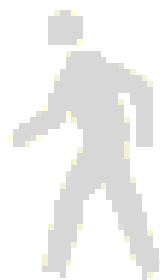
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### Acknowledgements

# 1. Introduction

1.1 Walking forms part of most journeys. It can vary from a few steps to several miles. The distance walked can be a matter of choice dependant on the availability of a car or public transport. The weather conditions and environment surrounding the journey, personal health and financial limitations are also key factors in whether or not we choose to walk.

1.2 Today's pace of life and the distances we travel mean that the convenience and financial investment in the private motorcar have led to an increase in its use to include short localised journeys. Recently, awareness of the detrimental effect of motorised travel on our own personal health and on that of future generations has become more widespread. For some, whether through disability, age or health, walking is not a choice, but opportunities for personal mobility and access need to be available.

1.3 Whether we walk, cycle, use a wheelchair, push a pram, catch the bus or travel by car, we will be in competition and conflict for space with other highway users.

1.4 The purpose of this strategy is to encourage walking to become a desirable activity and take its place in the sustainable transport system promoted by the objectives of the Greater Manchester Local Transport Plan. The strategy seeks to encompass the needs of everyone who can, legitimately, use a footway or footpath. It works as a framework document, providing guidance to each of the local authorities within Greater Manchester with the intention that they each develop and publish their own walking plans.

1.5 Walking is the key to sustainable travel both in its own right and as a means of interchange with other modes of transport. Walking will be the first choice for local access because it is direct, safe and pleasant.

## THE BENEFITS OF WALKING – A SUMMARY

1.6 Walking can be beneficial to all sectors of society, to business and commerce, to communities, to the environment and to the health and safety of people. Walking is the universal transportation method, for many people it is the only travel option.

1.7 Walking is good for the health of pedestrians themselves, it reduces the risk of heart disease and strokes whilst improving the quality of the local environment. A reduction in streets dominated by road traffic has the added impact of reducing noise and air pollution whilst also aiding the development of community life. The human and economic costs of road vehicle crashes, and fear of crashes, can be reduced if more people walk instead of using motor vehicles. Walking brings people together quietly, quickly and cleanly.

1.8 Towns and cities with good pedestrian environments encourage the gathering of people to socialise, they are vibrant places that people want to visit and enjoy. Shopping streets choked with motor traffic deter people from visiting an area; whereas improving the pedestrian environment helps develop the local economy, increases activity in the town or city centre and eases access to local shops, libraries and other amenities.

1.9 Safer streets encourage parents or carers to allow more independence for their children, allowing time and space for social interaction and development.

1.10 Walking is about more than just a mode of transport and should not be treated in isolation. Creating a more pleasant pedestrian environment can persuade more people to walk and this in turn, through subsequent increased awareness, can help to provide a better environment for pedestrians and others.

Walking can improve the quality of life for all. It can help increase social interaction, improve the local economy and improve people's wellbeing. Relative to the cost of building new roads or rail systems, walking is cheap to provide for.

## BARRIERS TO WALKING

1.11 Barriers to walking can be classified into three main areas of concern:

1. The social environment
2. The physical environment
3. Distance of journey and the time it would take.

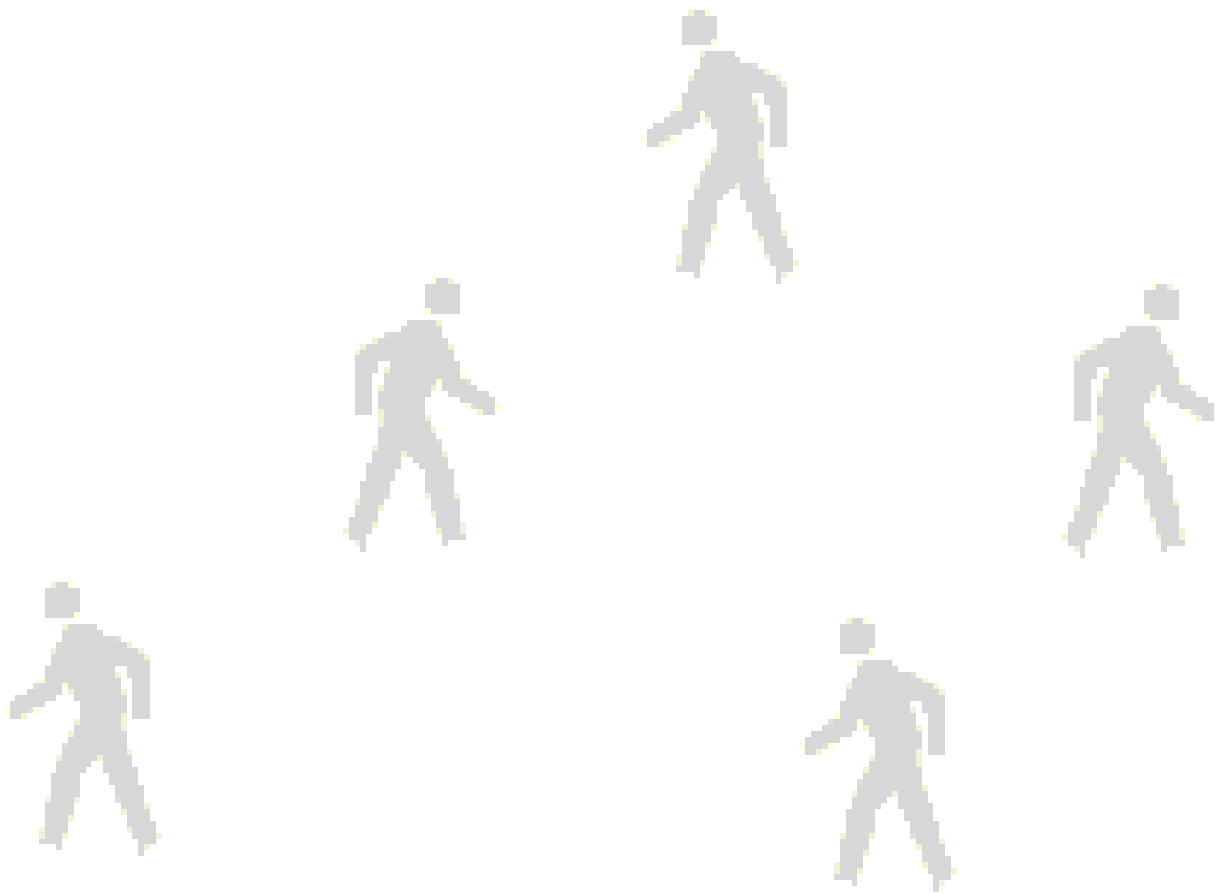
1.12 These concerns affect attitude and influence the decision as to which mode to use when contemplating a journey.

1.13 The social environment incorporates a number of barriers to walking that can include personal characteristics such as age, gender, personal fitness and financial status. Walking can be perceived as dangerous: speed of cars, threats from strangers and inappropriate cycling are issues that particularly affect the vulnerable groups. Walking is taken for granted: it is one of the first things that we aspire to as a child and one of the last things we want to give up when we age, but in-between it is overlooked as a basic function. Walking is slow, time, or lack of time, is a compelling force that dictates all of our lives, it provides justification for the shortest of journeys to be undertaken at speed. The "car culture", and the emotive marketing of cars, centres upon the raising of self-image and, along with the initial investment cost of car purchase, further reinforces the negative image of walking. Walking is of secondary importance to the car, when the design of facilities is considered it is the convenience of the car, which is given the greatest attention. Walkers are seen as scruffy people in big boots where the prevailing convention equates to smart suits and shiny shoes.

1.14 The poor state of many footways and their restricted width, provides a link between the physical condition and social attitudes.. Major concerns may include the following:

- Lack of safe, convenient crossing facilities
- Narrow footways, with fast moving traffic close by, giving rise to noise, pollution and danger
- Obstructions not just from street clutter but from cars parked on the footway
- Damaged surfaces both from car abuse and lack of maintenance
- Lack of appropriate street lighting
- Badly designed routes that are not convenient or are constricted or badly aligned, leading to nervousness in the user
- cars parked on the road in positions which obstruct crossing points
- Lack of cleaning, graffiti removal and repair of vandalism
- Land use policies that place obstacles to direct access between residential, employment and leisure venues
- The weather (too hot, too cold, too wet)
- No time or facilities for changing, storage and cleaning up after a journey
- Crime and disorder issues resulting in feelings of intimidation and demands for closure of walk links between public facilities, housing areas etc and the public rights of way network
- Poor signing and maintenance of off road public rights of way.

1.15 The effect of the social and physical barriers combined determines the distance and time spent walking. An individual will make different decisions regarding where and when they walk depending upon whether they regard the journey as being for leisure or utilitarian purposes.



## BACKGROUND STATISTICS

1.16 Perhaps because of the low profile which walking traditionally has within transportation policy there is a definite lack of information about it in the UK. However, from the data that is available it is possible to say that:

- Nationally, 29% of journeys are completed entirely on foot, including 82% of journeys under one mile and 61% of journeys under two miles<sup>1</sup>
- In the UK, one out of every twelve car journeys are under one mile long and 25% are less than two miles long<sup>1</sup>
- Between 1985/6 and 1993/4 the number of journeys per person carried out on foot fell by 12% nationally. Since 1985/6 the number of people walking to work in the UK has fallen by more than 33%<sup>1</sup>
- In Greater Manchester 26% of all trips during the working day are made on foot. Percentages are lower during peak periods (22% a.m., 19% p.m.). Walking's mode share is lowest during the evening and overnight at 16% of all trips<sup>2</sup>
- 88% of walk trips in Greater Manchester are journeys of 1.25 miles or less<sup>2</sup>
- In Greater Manchester, during peak periods, schools and colleges are the most frequent destinations for walk trips with over a third of walk trips during the day being shopping trips<sup>2</sup>
- Only 9% of trips to work in Greater Manchester during peak periods are made on foot.<sup>2</sup>

1.17 Some information on pedestrian journeys in Greater Manchester is available from the National Travel Survey:

- The number of walk trips per person per year has declined from an average of 380 per year in the three-year period 1989/91 to 256 per year during 1998/00 (33% reduction)
- Over the same time period there has been a smaller reduction in the share of all trips that were undertaken on foot from 33% to 25% (equivalent to a 24% reduction).

<sup>1</sup> London Borough of Camden Council (1999) "The Camden Walking Plan"

<sup>2</sup> Greater Manchester Area Transportation Surveys 1990-1992 Household Data

## 2. Walking in a Policy Context

### NATIONAL POLICY

2.1 The Government's 1998 Transport White Paper, "*A New Deal for Transport: Better for Everyone*", recognised the importance of walking for, or as part of, all journeys and identified the problems that pedestrians can face. It stated that:

"We are all pedestrians, even if we own a car. Nearly all journeys involve a walk and walking is still the main way of getting about locally. But all too often the things that make a walk a more pleasant experience have not been given the proper attention, as can be seen from the way that road space and priority is so often biased against pedestrians. Too often pedestrians are treated like trespassers in their own towns. We want streets that are decent and attractive to walk in".<sup>3</sup>

2.2 The *Road Traffic Reduction Act 1997* expects local authorities to set targets for the reduction of motor vehicle traffic, or to justify why they cannot do so. This reduction would be of great benefit to pedestrians as well as to quality of life in general, air quality, accident reduction and the reduction of domination by vehicles of public spaces.

2.3 The *Environment Act 1995* introduced targets for air quality. Local authorities are required to monitor air quality and, in places where the required standards are not met by 2005, councils will have to declare Air Quality Management Areas and develop plans for improvement of air quality.

2.4 The *Transport Act 2000* requires each local authority to:

"...develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport facilities and services to, from and within their area," and to "include services and facilities for pedestrians."<sup>4</sup>

2.5 The *Crime and Disorder Act 1998* contains a wide range of provisions to tackle crime and disorder. One of the provisions is for the police and local authorities to establish local partnerships to cut crime and disorder and to involve other agencies and the whole community in the process. The links to environmental conditions, planning, health action, CCTV and road safety are overlapping issues that relate to walking. The case to be made and the means for tackling these joint problems should be strengthened by active participation within the local partnership.

2.6 The *Countryside and Rights of Way Act 2000* will extend the public's ability to enjoy the countryside whilst providing safeguards for landowners and occupiers. It will create a new statutory right of access and modernise the rights of way system. It also aims to help conserve the rural environment, protect wildlife and ensure that land owners can use the land to its best advantage.

2.7 The Government's White Paper *Our Healthier Nation: Saving Lives* requires local authorities to participate in local partnerships to prepare Health Improvement Programmes (HIMPs) which address social, economic and environmental factors affecting health as well as services. Encouraging walking will be an integral part of HIMPs.

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<sup>3</sup> DETR 1998 "*A New Deal For Transport: Better for Everyone*"

<sup>4</sup> THE TRANSPORT Act 2000, - PART II, LOCAL TRANSPORT, *Local Transport Plans* (Paragraph 108)

2.8 In continuing its commitment towards creating a sustainable environment the Government is promoting sustainable patterns of development through its revised/draft Planning Policy Guidance Notes (PPG's). This complements the need to create a more sustainable transport system. *PPG 1: General Policy and Principals* seeks to minimise the need to travel altogether. *PPG 3: Housing* seeks to reduce car dependence by the introduction of more sustainable development and by promoting other modes of travel such as walking and cycling. *PPG 6: Town Centres and Retail Developments* highlights the need to access town centres by more sustainable modes of travel as well as raising awareness to mobility issues to allow disabled people to move freely. *PPG 11: Regional Planning* focuses on creating more sustainable patterns of development. *PPG 12: Development Plans* raises the need to consider the integration of Land Use and Planning. *PPG 13: Transport* contains the most advice of all the PPG's on walking and states the need to give more priority to pedestrians including additional road space.

2.9 *DETR Design Bulletin 32: Residential Roads and Footpaths* describes the main considerations that should be taken into account in the design of residential road and footpath layouts. Its companion guide, *Places, Streets and Movement* seeks to encourage flexibility by being non prescriptive. One of its main aims is to ensure the needs of pedestrians, cyclists and public transport are considered before car use. This should all be seen in the context of other Government policies including sustainable development and integrated transport.

2.10 *ENCOURAGING WALKING: advice to local authorities*. This guidance was published by DETR at the end of March 2000. The document is intended as a working guide for the people who will put policy into action. Access for all is the message and it provides advice on ways to make walking easier, safer and more pleasant. It stresses that improving conditions for walking can bring a range of benefits to health, safety, access to services and sense of community. The document provides guidance on the two main areas that authorities need to consider when preparing and implementing local walking strategies. The first of the two main areas is **Strategic Planning**, for example, land use planning that actively seeks to make walking easy and attractive and the provision of clear, connected networks of walking routes, especially to public transport interchanges and other key destinations. **Tactical Action** is the second key area and considers ways of making existing walking routes much better with comparatively low investment. Examples of actions include better lighting and footway maintenance, pedestrian crossings where people want them, removing obstructions such as parked cars, superfluous street furniture and advertising boards and clearing litter and dog mess. Two checklists to aid authorities are included in the document and these are reproduced at Appendix D of the Greater Manchester Walking Strategy.

2.11 *Walking in Towns and Cities: Report of the Environment, Transport and Regional Affairs Committee* was published in June 2001 following a public enquiry. The twenty five recommendations contained within the report fully support the previously published advice, in particular *Encouraging Walking*. It suggests that local authorities be encouraged to set up dedicated teams of street design experts to work with highway engineers to ensure that the needs of pedestrians are not overlooked. Further recommendations included the establishment of a National Walking Strategy and a National Walking Forum and the development of national targets for walking under the 10 Year Transport Plan; The Government's response to the report was announced in November 2001. A National Walking Strategy is to be produced. Government's aim is for the strategy to prompt action that will lead first to an end to the decline, and then to an increase in the number of walking trips. Progress in strategy delivery will be monitored through the LTP Annual Progress Reports.

## REGIONAL POLICY

2.12 In developing a more strategic approach to walking policy, Regional Planning Guidance, when published, will emphasise its importance as a healthy, sustainable mode of travel, particularly for short journeys.

## LOCAL TRANSPORT PLAN POLICY

2.13 A key element of the Local Transport Plan (LTP) strategy is to encourage walking (and cycling) for short trips by the use of small-scale measures to improve safety and influence choices at the local level. LTP Objective A aims to improve the environment and the attractiveness and safety of the regional centre and town and district centres by increasing the proportion of trips by modes other than the private vehicle. This includes journeys made on foot. Objective B advocates encouraging walking as a sustainable form of travel, being less environmentally damaging than several other modes, thereby improving the quality of life, safety and health of the population.

## DISTRICT POLICY

2.14 All districts advocate strongly in their Unitary Development Plans (UDPs) the need to protect and enhance the pedestrian environment. Emphasis is given to reducing pedestrian/vehicular conflict and safety forms a common link in pedestrian policy. Where appropriate many districts have identified programmes of town centre pedestrianisation as a priority. Most districts specifically identify the need to develop both urban and rural routes and those routes which complement similar networks in adjoining boroughs. All districts make reference to the need to ensure the pedestrian network is accessible to disabled people. This is also included in references to pedestrian needs in the design of all new developments.

2.15 In developing a cleaner and safer walking environment many districts identify the link between increased walking activity and a reduction in air pollution. This also links to other council initiatives such as health strategies and Local Agenda 21 strategies.

### 3. The Pedestrian Network

3.1 A good pedestrian network will take into consideration all Key Routes and Key Places (see Appendix A). The speed of traffic, the lack of pedestrian crossing facilities and badly maintained footways all contribute to a poor walking environment. The Action Plan in this strategy aims to improve the overall appearance, safety and usefulness of the pedestrian network.

#### WAYS OF IMPROVING THE PEDESTRIAN NETWORK

3.2 *Traffic Calming, Speed Reduction and Speed Control* measures are aimed at providing safer environments for all road users. Their use can aid the control of vehicle speeds in areas where conflicts with pedestrians and other vulnerable users occur. Using these measures is usually confined to the existing road and pedestrian networks. For new developments pedestrians should be considered from the outset, for example, residential roads can be designed to ensure vehicle speeds below 20mph. Traffic calming can involve a number of varying solutions from physical barriers to perceived barriers. The use of schemes such as road space reallocation to pedestrians and cyclists gives motorists the belief that the road is narrower, their reaction to this will be to reduce their speed.

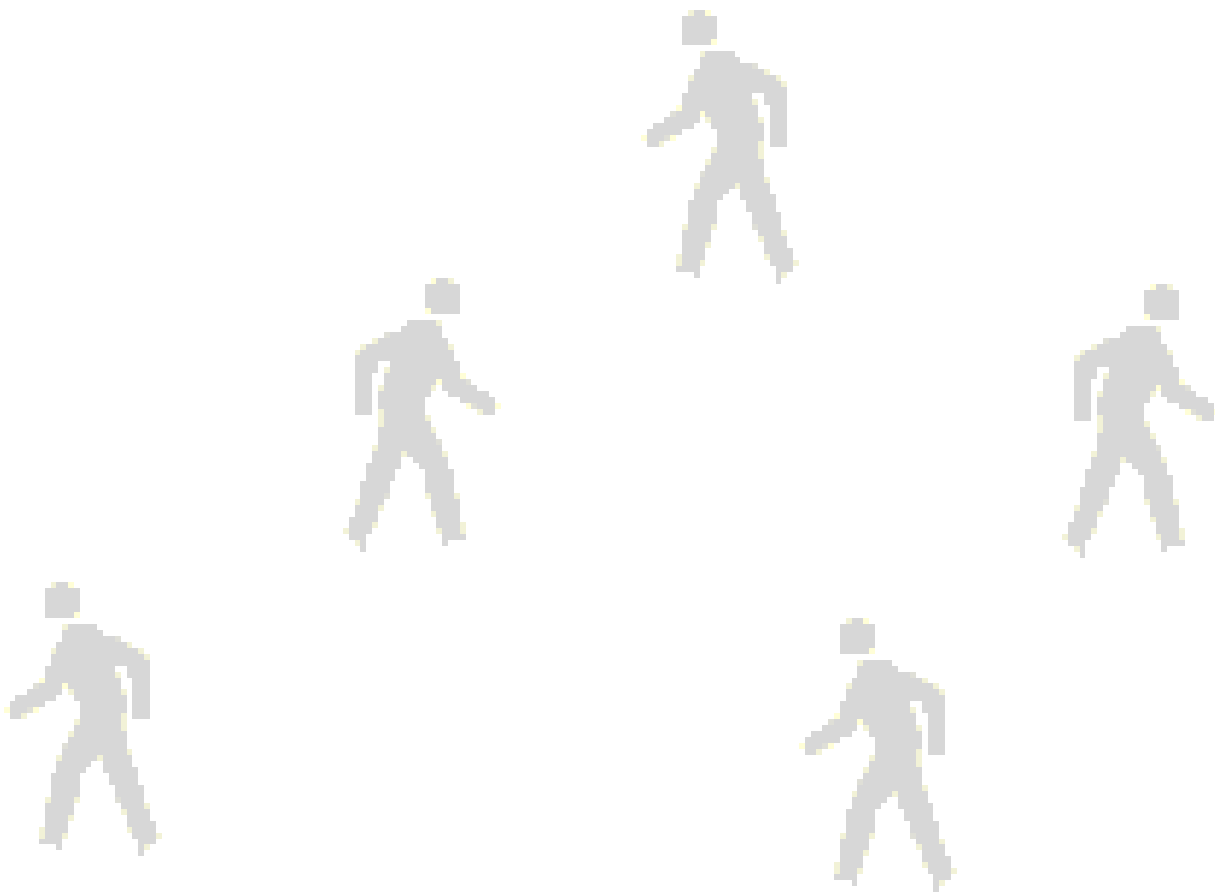
3.3 *Pedestrian Crossing Facilities* play a major role in alleviating some of the conflict between pedestrians and other road users. An increase in the number of appropriately sited pedestrian crossings will help to create more direct, safer routes. Unnecessarily long pedestrian waiting times can be reduced and greater consideration can be given to the directness of pedestrian routes across other parts of the highway. Subways and footbridges are sometimes the only feasible option for crossing major roads safely, but the inherent personal safety issues in using such facilities has led to a reduction in their effectiveness as crossings. For existing facilities it is essential that they are well lit with good levels of visibility and natural surveillance, and are well maintained to reduce the perceived or real risk of attack.

3.4 *Improving Footways and Pedestrian Routes* is essential to upgrade the walking experience. This could include widening footways, non slip surfaces, consistent provision of dropped crossings, good signing, removal of obstructions, including prevention of parking on footways where appropriate and improved enforcement of Traffic Regulation Orders, better street cleansing and lighting. It remains important that the pedestrian network is aesthetically attractive and reflects the character of the local area in an appropriate manner.

3.5 *Pedestrianisation* schemes have become a significant part of city and town centre development in the later decades of the 20<sup>th</sup> Century. They are predominantly in retail areas, allowing safe and free pedestrian movement. Such schemes generally have a positive impact on businesses located on or close to them. They help to reduce the possible conflict between high volumes of pedestrians and motor vehicles. Schemes can be permanent or have restricted access during the day depending on the specific local requirements.

3.6 Improving the pedestrian environment in *Residential Areas* has recently become a priority. The government is funding 61 'Home Zones' through its Home Zone Challenge Fund, building on experience from the 9 pilot projects approved earlier. These are anticipated to be more than just schemes to reduce traffic speed. Road space is given over to pedestrians, cyclists, other vulnerable road users and the community. There is a distinct shift in priority towards the notion that residential streets are for residents to use and not just for cars.

3.7 Measures such as those above will be major steps in the right direction for the pedestrian network. At present many routes do not connect, frequently being physically cut by roads, railways, buildings or other developments, and important facilities often lack safe and direct pedestrian routes. It is important that links, which do not currently exist but can be identified as Key Routes (see Appendix A) should be considered so as to improve and further develop the pedestrian network. In addition, the existing Rights of Way network should be maintained and, where feasible and appropriate, extended.



## 4. Influence of Personal Security and Road Safety on Walk Trips

4.1 The importance attached to personal security and road safety issues in making a travel choice varies according to the time of day, time of year, the nature of the local environment and age and physical condition of the potential traveller. Many people feel safe walking in their neighbourhood during the day but are afraid to walk after dark. Uneven pavements and inadequate crossing facilities can be particular concerns to the elderly and people with mobility difficulties.

4.2 However, research has shown that individuals do not consciously separate fears relating to personal security and road safety. Also, people do not separately consider walking as part of their journey. The experience or perception of walking both as a main mode and as a link between other modes affects the whole journey. A disincentive to walk at one stage can be a deterrent to the whole trip, including any potential use of public transport.

4.3 Street lighting is often a particular concern for pedestrians. Nervousness caused by traffic extends to speed, noise, pollution, segregation, delay and the general feeling that cars are more important than pedestrians. Road safety issues for pedestrians have often been addressed in ways that minimise delays to traffic at the expense of convenience for those travelling on foot.

4.4 To set conditions which will encourage more people to walk it is important that the whole journey is considered. Holistic treatment of Key Routes to Key Places (see appendix A) is strongly recommended in order to provide high quality walking routes.

### CHILD PEDESTRIANS

4.5 Children are recognised as being particularly at risk within the pedestrian environment. Their needs should be considered during the development of each District's own walking strategy. With particular regard to children, the Greater Manchester Local Transport Plan contains a School Travel Strategy. It is recommended that each Borough take this strategy into consideration whilst developing their own walking strategies.

### GREATER MANCHESTER ROAD SAFETY STRATEGY

4.6 The Greater Manchester Local Transport Plan contains a Road Safety Strategy. It is recommended that each Borough take this strategy into consideration whilst developing their own walking strategies.

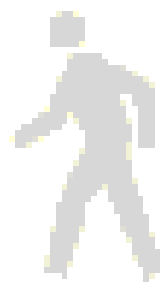
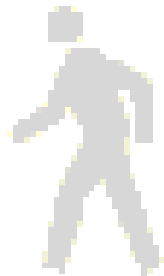
## 5. Awareness Campaigns, Attitudes and Education

5.1 For many people walking is rarely considered as a travel option. Children in particular are being denied the opportunity to acquire pedestrian skills and habits that would serve them for the rest of their lives. As well as providing new and improved infrastructure for pedestrians it is essential to raise the profile of walking as a legitimate travel choice. Walking is cheap, healthy and very flexible and could become the obvious choice for many journeys.

5.2 There are a number of national and local initiatives aimed at encouraging people to make more sustainable travel decisions. These include the Government's "Do Your Bit" campaign where travel is considered as part of a wider sustainability initiative and "Don't Choke Britain." This is co-ordinated and sponsored by the Local Government Associations and the Passenger Transport Authorities and in recent years has run local initiatives based around Breath Easy Week, Walk to School Week, Green Transport Week and National Bike Week. European Car Free Day is an initiative, which takes place annually but is yet to be adopted formally in the UK. It may be appropriate to consider developing health based awareness campaigns in partnership with, for example, health authorities, with the aim of promoting walking as a means of securing personal health and fitness benefits as well as contributing to the improved health of the local community through less traffic and associated pollution.

5.3 In Greater Manchester the "Step Outside" project, developed as part of the wider Safer Routes to School initiative, is a practical pedestrian skills awareness programme aimed at all primary age school children. The aim is for many more children to walk not just to school but to leisure and social activities also. Travel plans being developed across the county will also need to consider how best to promote walking as a travel choice.

5.4 'Kerbcraft' is a recent government funded road safety initiative. Funded initially up to 2005, Kerbcraft Co-ordinators will deliver practical road safety training for Year 1/Year 2 Primary School children.

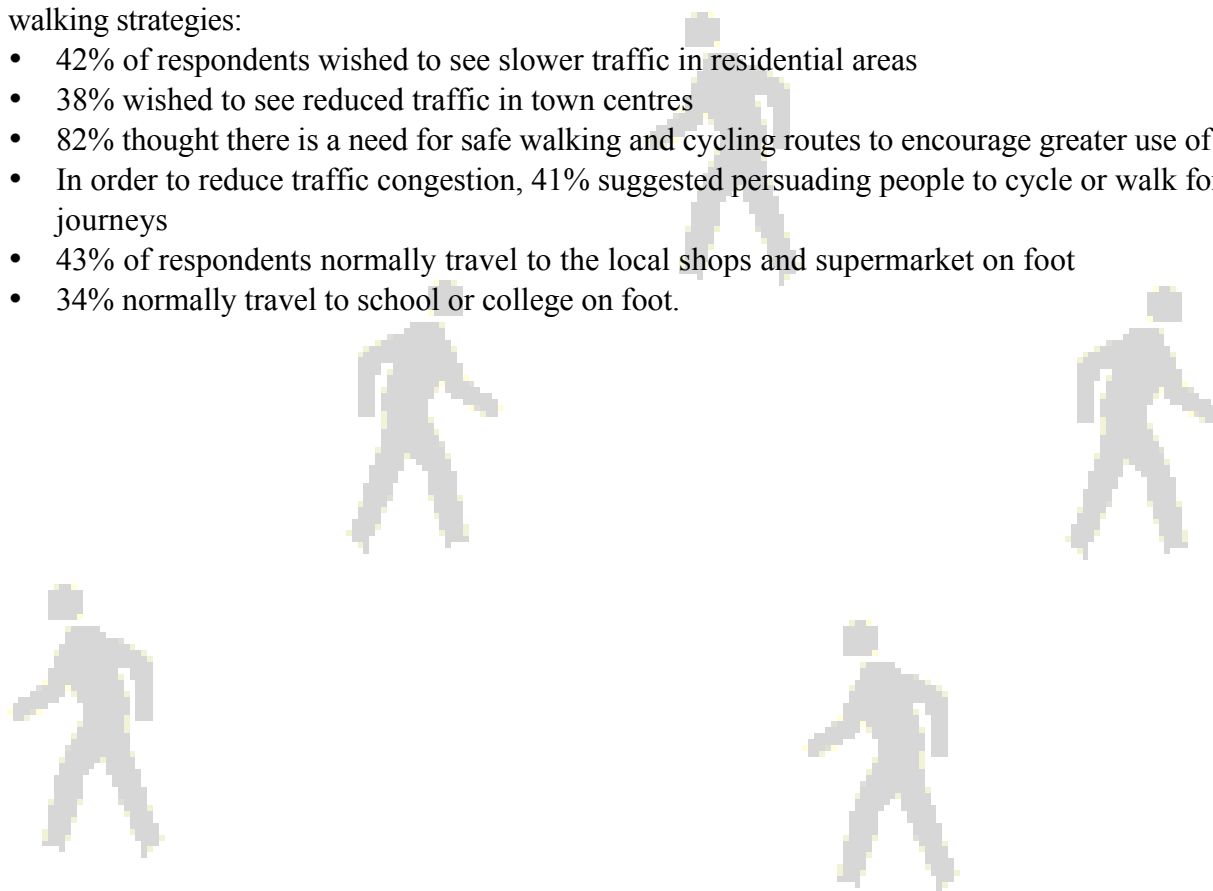


## 6. Consultation

6.1 Targeted consultation was an integral part of the formulation of this strategy. As the document demonstrates, a broad array of interest groups, organisations and individuals have a part to play in improving the pedestrian environment. The groups and individuals listed in Appendix E were invited to comment on, and contribute to, the development of this strategy.

6.2 As part of the preparation of the Greater Manchester Local Transport Plan 2001/2 – 2005/6, a comprehensive public consultation exercise was undertaken which dealt with the wide range of issues to be covered in the LTP. The feedback from the consultation highlighted some concerns local people have specifically related to the pedestrian environment and will also aid the development of district's local walking strategies:

- 42% of respondents wished to see slower traffic in residential areas
- 38% wished to see reduced traffic in town centres
- 82% thought there is a need for safe walking and cycling routes to encourage greater use of both modes
- In order to reduce traffic congestion, 41% suggested persuading people to cycle or walk for short journeys
- 43% of respondents normally travel to the local shops and supermarket on foot
- 34% normally travel to school or college on foot.



## 7. Future Commitments

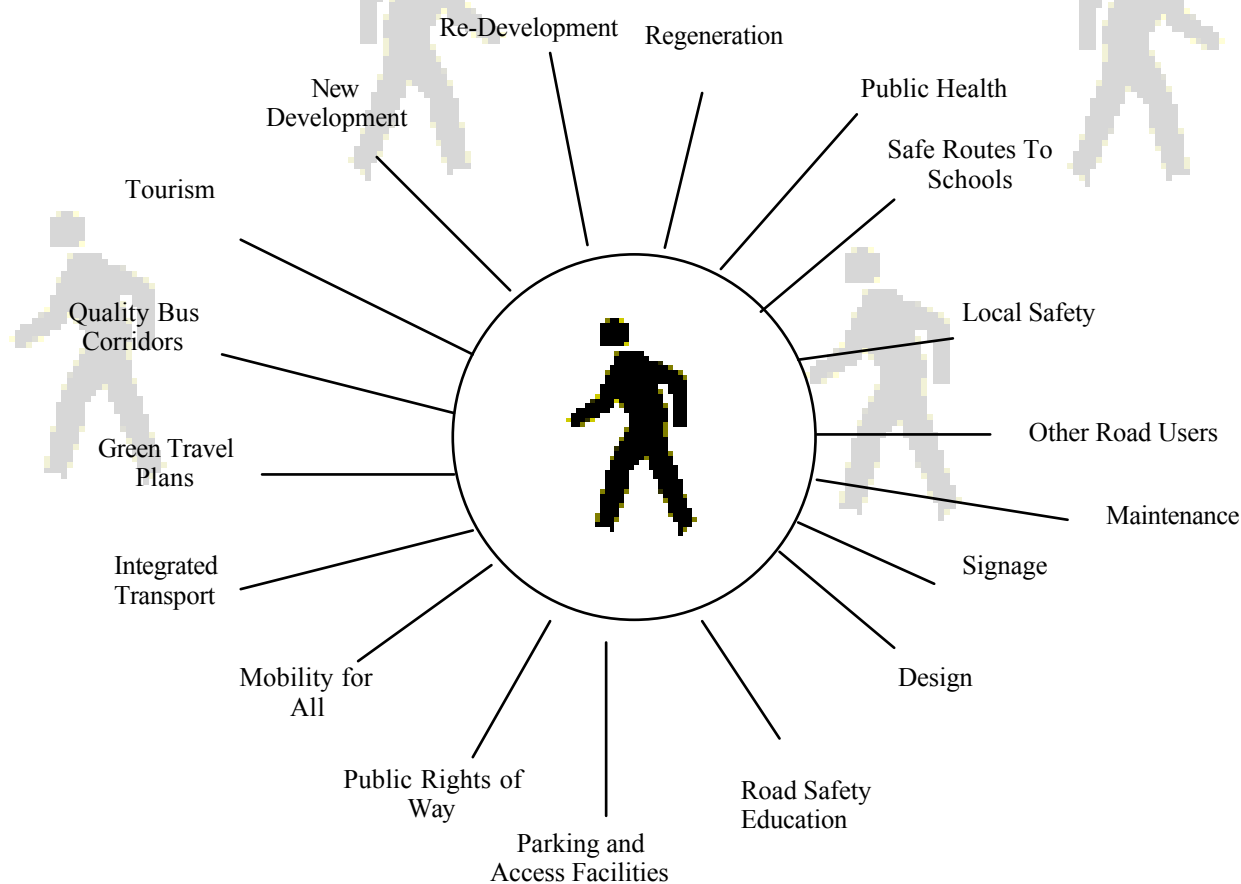
### THE FIVE YEAR STRATEGY

7.1 This is to undertake the following actions to meet LTP objectives:

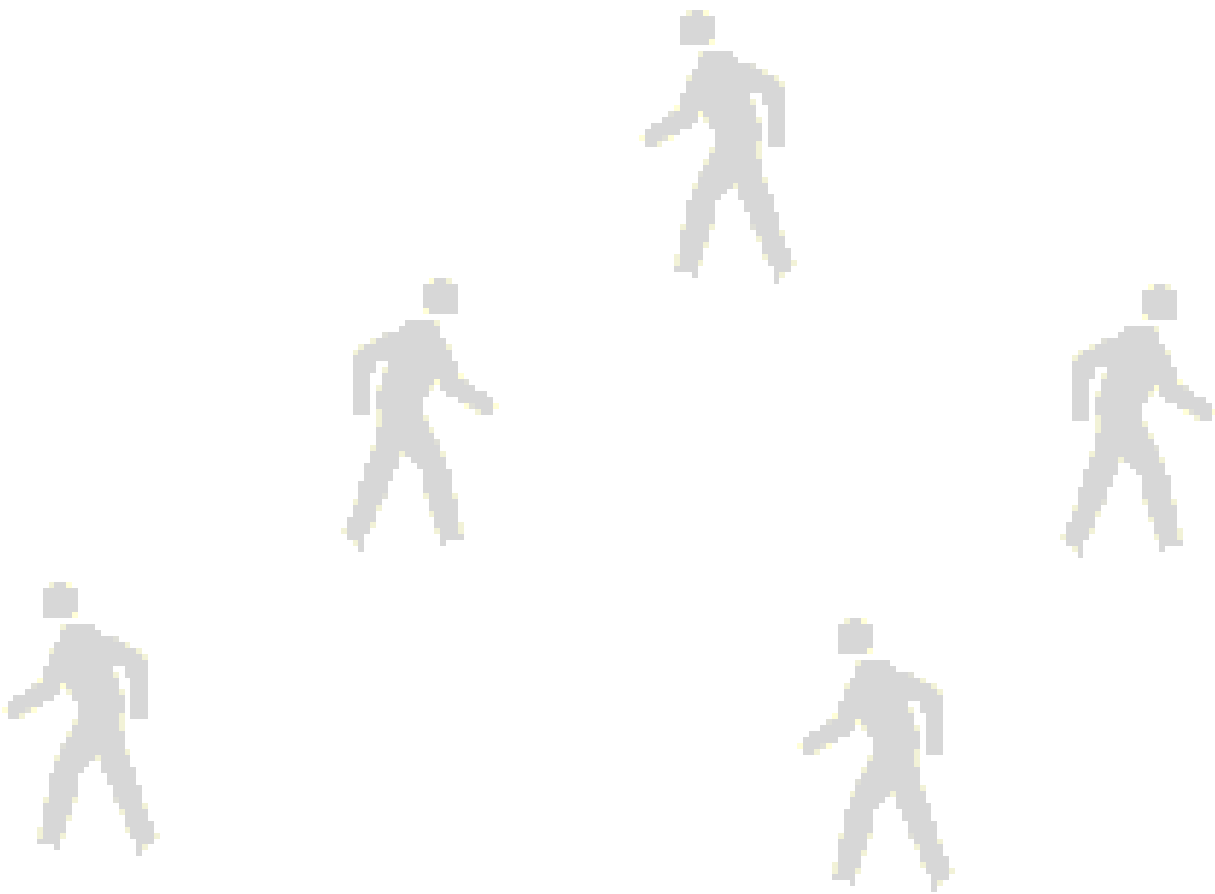
- Seek to promote walking alongside the other sustainable transportation modes
- Adopt a hierarchy that first considers the needs of the pedestrian
- Emphasise the street as a space for living. Address urban planning, design and maintenance issues to ensure quality and security
- Change the image of walking in cities and towns
- Take into account emerging research and best practice guides and adjust action plans accordingly.

### INTEGRATION WITH WALKING

7.2 It is easy to overlook walking since it forms an integral part of most people's daily activity. The diagram below highlights many activities where the promotion of walking can be affected. It has been included to emphasise the need to take walking into account in a positive way in these areas of activity. It also serves as a pointer to the areas that need to be considered when identifying the financial commitment to walking.



## Local Safety



## MONITORING, INDICATORS AND TARGETS

### *Problem*

7.3 There is a general lack of data that lends itself specifically to monitoring the walking measures within the LTP. There is also a lack of research relating to walking issues and their relationship to other areas of activity and policy.

### *Data Sources*

7.4 The two main sources of data for walk trips are the 1990-92 Greater Manchester Area Transportation Surveys (GMATS) and information at Greater Manchester level from the National Travel Survey. GMATS are currently being repeated. Whilst providing a source of long-term trends and background information their use relating to monitoring the current LTP measures is limited. Information on the number of walk journeys per year and total distance travelled on foot is available for Greater Manchester from the National Travel Survey. This survey is repeated annually and allows some examination of trends.

7.5 The more recent countywide initiative of pedestrian surveys in centres (from 1998) mainly provides an indication of economic activity. Despite this it may help to identify key routes and then be refined to compare the effects of treatment.

7.6 Passenger Vehicle (PV<sup>2</sup>) Counts undertaken throughout Greater Manchester have been used to justify the provision of crossing measures in advance of facilities being provided. They are rarely followed up with after counts to test usage. There may be opportunities at some locations to do this as a means of giving general levels of walking or the effects of specific measures.

7.7 Questionnaires issued as part of company travel plans and Safer Routes to School give indications of modal split. These are in their infancy but offer again the opportunity to gather base data.

### *Existing Research*

7.8 Whilst all recent research into walking motivation acknowledges the need for further work to establish methods for linking modal shift to specific measures or attitudes some common themes emerge from the survey work undertaken. These are broadly addressed in the section "Barriers to Walking".

### *Proposed Approach*

7.9 Data from the National Travel Survey indicates a trend in Greater Manchester of decline in both the number of individual walk journeys per person and the distance travelled per year. Targets to, initially, halt this decline by 2003/5, and then achieve an increase in walk activity by 2012 are proposed in the LTP. Details of these targets, and other indicators and targets proposed as part of the Best Value process, are contained in Appendix C.

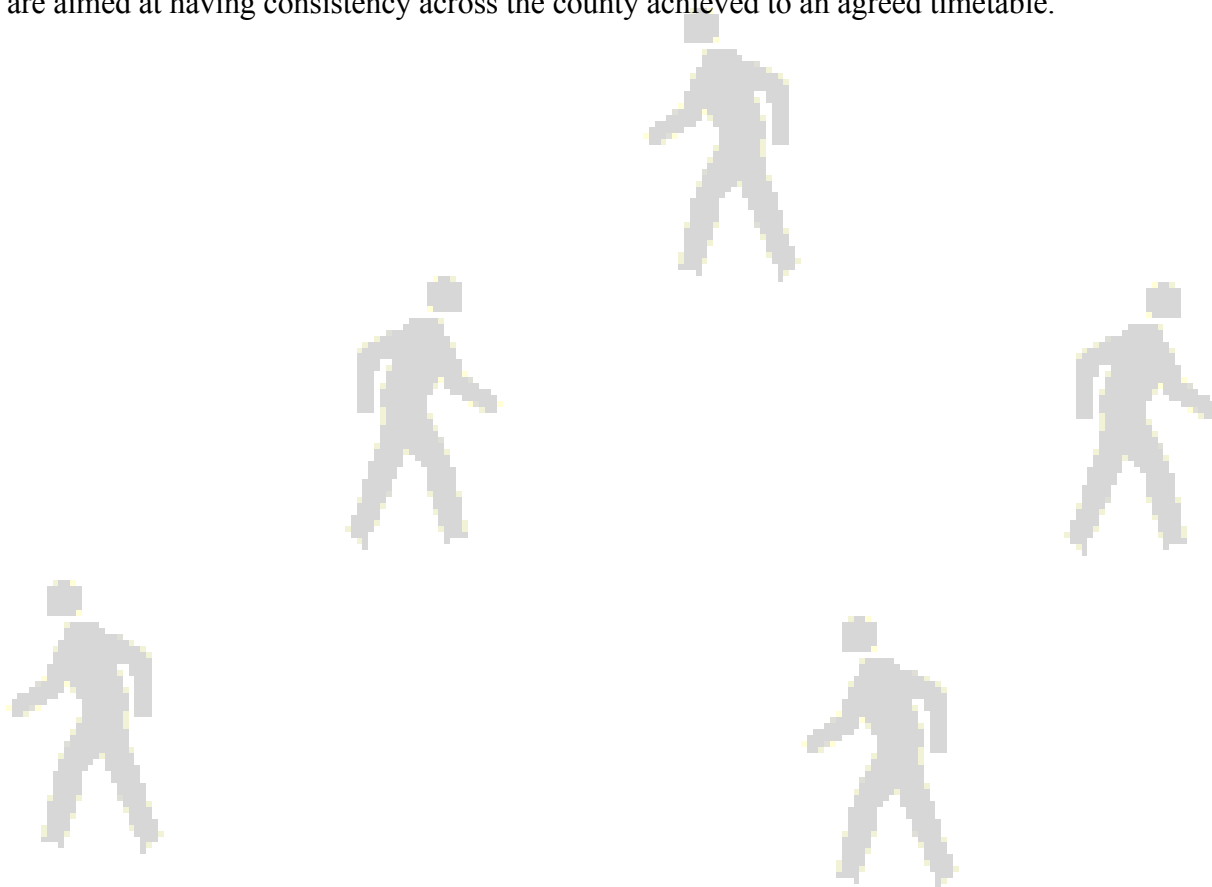
7.10 The merits of comprehensively upgrading key pedestrian routes have been explained in this document and it is anticipated that such a holistic approach will encourage more walk trips on those routes in particular. It is proposed that each district will identify a network of Key Routes and Key Destinations for this comprehensive treatment. It is proposed that a programme of regular counts on Key Routes across the county is established. Funding for this will need to be made available at a countywide level and the work coordinated by the Greater Manchester Transportation Unit (GMTU). Information collected can then be used to set more ambitious targets for walking activity on key routes and monitor progress. The DETR Traffic Advisory Leaflet 6/00 "Monitoring Walking" was published in June 2000 and provides advice to local authorities on techniques available to monitor walking activity.

### *Consultation*

7.11 It is recognised that consultation is a key part of the processes within the action plan. It is anticipated that consultation will be on going to maximise the input from the wide-ranging areas that may contribute to the development of the strategy. The target dates in the tables will allow consultations to be carried out.

### **ACTION PLAN**

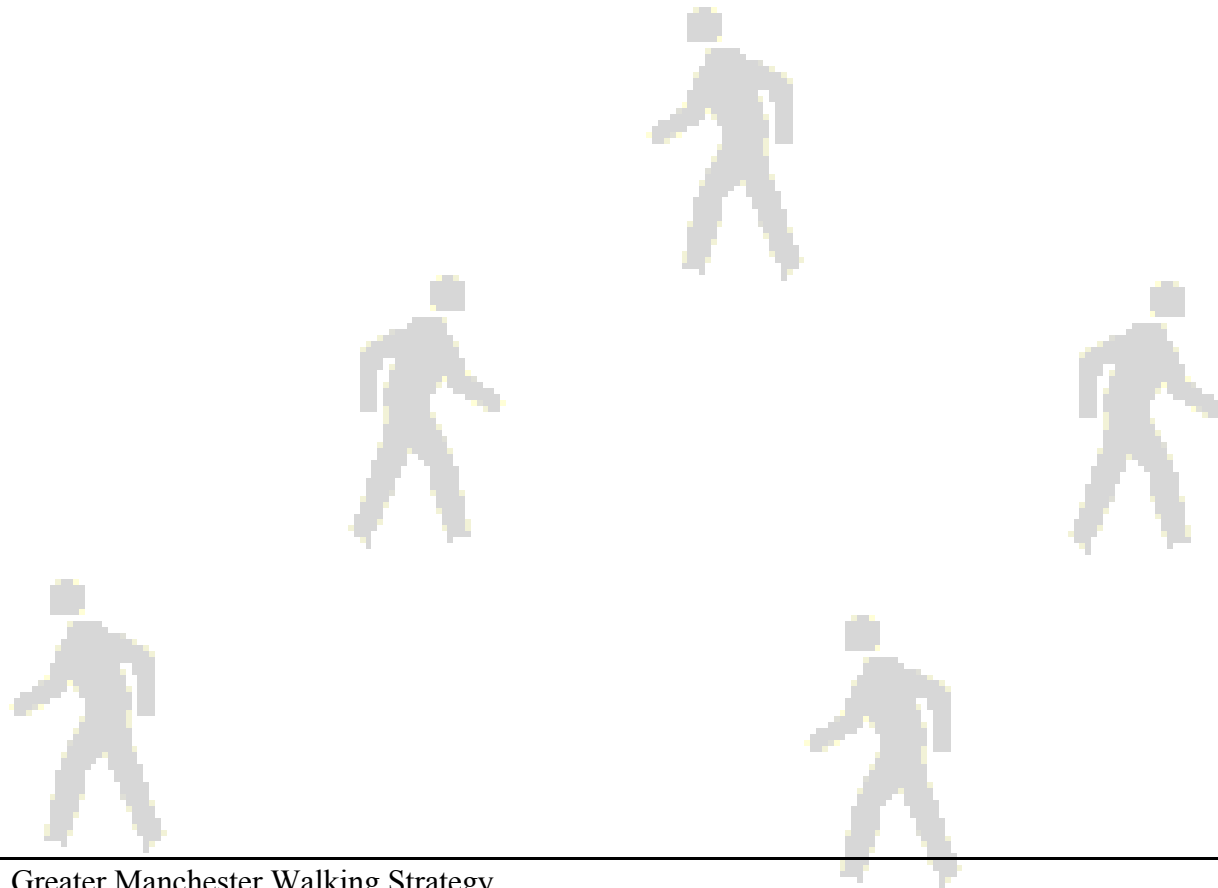
7.12 The actions, monitoring information to be obtained and target dates for carrying out these actions are identified in the following tables. A number of districts may be able to deliver elements of the action plan in advance and are encouraged to do so. This will offer the opportunity to demonstrate the delivery of specific objectives and may lend itself to identifying numerical or financial targets. The target dates in the action plan are aimed at having consistency across the county achieved to an agreed timetable.



ACTION	INDICATOR	TARGET DATE <sup>5</sup>
<p>Establish a working group to provide frameworks for district use that will lead to consistency across the county.</p> <p>Suggested remit:</p> <ul style="list-style-type: none"> <li>• Continue to identify policies, research or activities that have consequences to walking, provide information to establish best practice across the county</li> <li>• Audit the strategies, and activities that interact with walking. Provide an initial study to determine conflicts and opportunities. Identify overlapping or linked opportunities including programmes, finance, measurement and targets<sup>6</sup></li> </ul>	<p>Officers group in place</p> <ul style="list-style-type: none"> <li>• Framework documents to be developed and made available for Districts to use. These are to be issued to allow for activities to take place to meet action plan requirements</li> <li>• Specifically in the first year the primary framework document will be to enable districts to develop a local walking strategy</li> <li>• Timetable to become target.</li> </ul>	<p>April 2000</p> <p>From March 2000</p>
<p>Identify promotion and advertisement opportunities for benefits of walking<sup>6</sup></p>	<p>List of documents incorporating information to be maintained</p>	<p>From May 2000</p>
<p>Produce an approach for collecting pedestrian data on key routes</p> <p>Develop a system for future monitoring purposes<sup>6</sup></p>	<p>Framework document</p> <p>Monitoring Programme in place</p>	<p>From July 2000</p> <p>April 2001</p>
<p>Produce information and guidance to enable the development of an audit system to be undertaken by districts when assessing the effects for pedestrians during scheme design.<sup>6</sup></p> <p>Produce a guide on standards and best practice for Districts' use to cover:<sup>6</sup></p> <ul style="list-style-type: none"> <li>• Planning</li> <li>• Design</li> <li>• Construction</li> <li>• Maintenance</li> </ul>	<p>Framework documents to be developed and made available for Districts to use. These are to be issued to allow for activities to take place to meet action plan requirements.</p> <p>Draft document produced</p>	<p>From November 2001</p> <p>June 2003</p>

<sup>5</sup> The target dates in the tables are those that will allow the consultations to be commenced.

<sup>6</sup> See Appendix B for comment on sustainability audits



ACTION	INDICATOR	TARGET DATE <sup>5</sup>
Establish a road user hierarchy, the suggested model being that it first considers the needs of pedestrians and disabled people, followed by cyclists, public transport and commercial access before general traffic (off peak) and general traffic (peak)	Hierarchy accepted and commitment to inclusion within appropriate evolving policy (e.g. Unitary Development Plan review)	In place from November 2001
<p>Develop a Local Walking Strategy:</p> <ul style="list-style-type: none"> <li>• Identify a set of Key Places and Key Routes in their district</li> <li>• Identify the measures and expenditure throughout the revenue and capital programmes that benefits pedestrians</li> <li>• Have in place a <b>draft</b> Local Walking Strategy</li> <li>• Have in place a Local Walking Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Key Places and Routes to be identified. These to be placed on GIS system through GMTU map Info system. Districts to give an indication of priority given to each place or route</li> <li>• Available through Local Transport Plan Annual Progress Report (LTP APR)</li> <li>• Draft Local Walking Strategy to be put together using countywide framework documents and the information identified above. Local consultation to proceed</li> <li>• Local Walking Strategy published</li> </ul>	<p>From August 2001</p> <p>From August 2001</p> <p>April 2003</p> <p>July 2003</p>

<sup>5</sup> The target dates in the tables are those that will allow the consultations to be commenced.

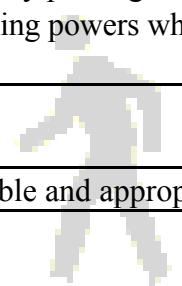
ACTION	INDICATOR	TARGET DATE <sup>5</sup>
Develop new indicators and targets from emerging monitoring information	New indicators/targets developed	From April 2003
Participate in the development and implementation of the best practice guides for planning, design, construction and maintenance	Participation: contribution to Officer's Group, documents produced	From July 2002
Encourage all new schemes to be audited to ensure walking issues are addressed <sup>6</sup>	Scheme audit using Greater Manchester wide framework document for pedestrians	From June 2003
<p>Demonstrate an increased commitment to a holistic approach for lighting, surfacing and signing of <b>Key Places and Routes</b><sup>7</sup></p> <p>Include removal of barriers to access for disabled people and people with prams and pushchairs - such as inappropriately sited street furniture, unsafe and obstructive parking on footways, unnecessary steps and steep gradients where there is no alternative access</p>	<p>Information to be available through LTP APR on:</p> <ul style="list-style-type: none"> <li>• Lengths/areas treated</li> <li>• Spend to be identified, including measures such as: Surfacing, lighting, signing, clutter removal, road crossing facilities: dropped kerbs, tables, zebras/signalised crossings with pedestrian facilities. CCTV (if applicable), maintenance</li> </ul>	Annually from July 2003
<p>Continue a programme of new or improved pedestrian facilities particularly addressing safety and crime and disorder issues. Locations determined by accident savings, development opportunities, or local commitments:</p> <ul style="list-style-type: none"> <li>• Improve footpaths to reduce crime and disorder problems, increase attractiveness and safety and encourage use</li> <li>• Pedestrian accident reduction measures of a general nature</li> <li>• Signalised junctions with crossing facilities</li> <li>• Anti-skid on approaches to crossings</li> <li>• Speed reduction measures</li> <li>• CCTV on pedestrian routes</li> <li>• Tactile/Audible facilities</li> <li>• Maintenance of footways</li> </ul>	<p>Information to be available through LTP APR on: -</p> <ul style="list-style-type: none"> <li>• Measures identified and spend</li> <li>• Number of sites treated and spend</li> <li>• Number of sites treated and spend</li> <li>• Number of sites treated and spend</li> <li>• Measure identified and spend</li> <li>• Location identified and spend</li> <li>• Number of sites treated and spend</li> <li>• Spend</li> </ul>	From July 2003

<sup>6</sup> See Appendix B for comment on sustainability audits

<sup>7</sup> See Appendix A

Target dates will be developed as part of the ongoing implementation and review of the strategy.

ACTION	INDICATOR
Reduce unreasonable crossing waiting times	Investigation by GMTU and UTC to identify impacts for range of increases
Establish more direct and safe routes for pedestrians	Policy statements in UDP revisions. Development standards changed
Provide safe and convenient extra crossing points on Key Routes	Number
Ensure that pavements exceed minimum requirements where possible	Lengths widened
Extend pedestrianisation where appropriate.	Numbers/area
Reduce the incidence of unsafe/obstructive footway parking through improved enforcement using decriminalised parking powers where available/appropriate	Number of complaints. Enforcement action taken.
Reduce vehicle speeds where desirable	Measured at specific sites as part of pre-start /after construction monitoring information and on all key routes/destinations
Use segregated foot/cycle routes wherever possible and appropriate	Joint use - Identified through audit procedure



## 8. Capital / Revenue Implications

8.1 Implementation of the Greater Manchester Walking Strategy will be needed to meet Government and Local Transport Plan (LTP) requirements. However, to be deliverable, the Strategy needs to be affordable. Capital funding for pedestrian measures can be secured through the LTP although such measures inevitably have to compete for resources with public transport improvements and works to assist cyclists for example. However, walking can be relatively cheap to provide for compared with other modes of transport.

8.2 The provision and maintenance of a network of quality walking routes has considerable revenue funding implications as well as capital investment requirements. People will not walk by choice if footways are poorly maintained, dirty, badly lit or not cleared of snow and ice. Revenue funds are not secured through the LTP and it is recognised that Districts' revenue budgets are already severely stretched. In the medium / long term it will be necessary to commit more capital and revenue resources if the aims of the Walking Strategy are to be achieved. In the short term, if increased funding cannot be found, it is essential that existing resources be targeted carefully to achieve the greatest impact.

8.3 Private sector contributions can be an important source of additional resources. Where possible measures to encourage walking and the provision of new and improved facilities for pedestrians should be secured as part of development proposals. These could include high standard pedestrian access to and within sites and also contributions to improvements to the walking routes to developments. Travel plans should contain measures to encourage walking. Further funding opportunities may be realised through partnerships with other public and private sector organisations, for example through health programmes or regeneration initiatives.

8.4 Implementation of the Walking Strategy also requires revenue resources to be made available to establish and maintain an effective monitoring system for key pedestrian routes to enable targets to be set and achievements to be measured.

## Appendices

### APPENDIX A - KEY ROUTES AND PLACES

A **Key Place/Destination** is somewhere to which people are likely to walk. It could be a hospital, an educational establishment or a leisure facility. Other Key Places could be district centres, major employment sites, public transport interchanges, parks and recreational areas or retail centres/streets.

A **Key Route** is one, which has a significant purpose, linking two or more Key Places together. They are usually characterised by high pedestrian flow rates, but may not fulfill their potential because of any number of reasons including those outlined elsewhere in this strategy.

The benefits of identifying Key Routes and Places is that it enables local authorities to prioritise a work programme for footway improvements whilst developing a network that sits comfortably within the Walking Strategy and Local Transport Plan objectives.

This process needs to be taken forward with the involvement of partners from all areas including local pedestrian groups and associations, public transport operators, community groups and organisations, local businesses, the police and local health authorities. There are a broad range of groups and individuals who can become involved in the consultation process and the development of local strategies.

### APPENDIX B - SCHEME AUDITS

In considering the needs of the Walking Strategy it became apparent that there is a wider issue that covers many of the activities within the LTP - that of sustainability or integration.

Some items in the Walking Strategy action plan tables have been directly linked to this Appendix. By considering the items that interact with walking, it would be appropriate to substitute sustainability instead of walking as the main focus of a working group. This could take input from a number of areas and look at how some form of sustainability/integration audit could be developed as part of the local scheme checking/prioritising system undertaken by each district.

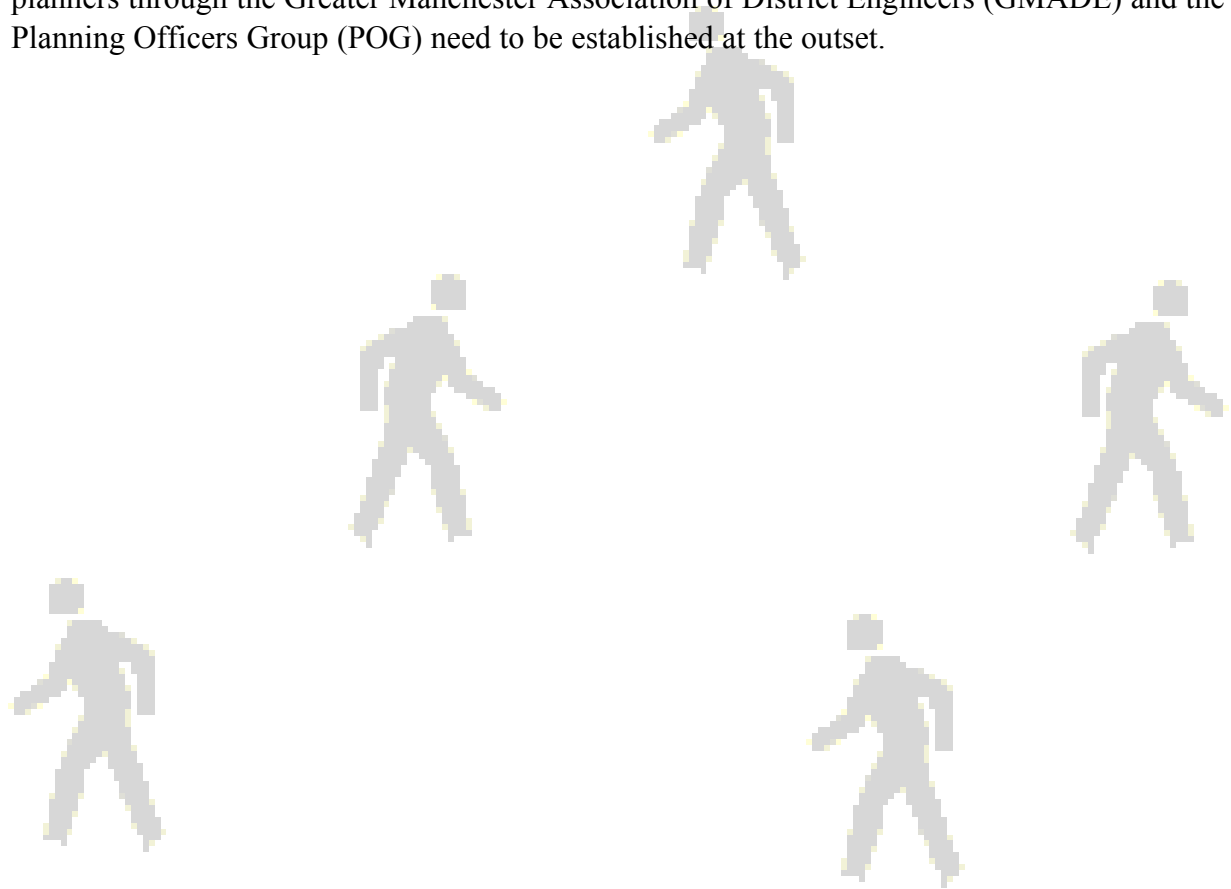
The aim is to provide frameworks that can be used by the districts to improve the consistency of their local approach to the problems of integration across the range of activities, not as a means of determining financial distribution.

The remit would be to:

- Audit the strategies, and activities that interact
- Provide an initial study to determine conflicts and opportunities
- Identify overlapping or linked opportunities including strategies, programmes, finance, measurement and targets
- Produce information, guidance and, where appropriate, framework documentation to enable the development of a sustainable audit system by districts
- Produce information, guidance and, where appropriate, framework documentation to enable the development of a guide to cover sustainable and integration issues related to planning, design, construction, and maintenance.

Flexibility is a key issue with any of the groups that are set up, particularly one that considers walking issues. The ability to obtain specialist information from other interacting groups or from individuals with particular expertise is essential. It will need to be accepted that there is a level of commitment from all districts required, both in terms of the input to the group and to the proposed outcomes that are identified within the action plans.

The group could include leaders or representatives from the walking, cycling, school travel and road safety sub-groups. At some point it will be essential that these issues are incorporated into the development control and maintenance regimes of each district, so links to engineers and planners through the Greater Manchester Association of District Engineers (GMADE) and the Planning Officers Group (POG) need to be established at the outset.



**APPENDIX C – PROPOSED GREATER MANCHESTER LTP AND BEST  
VALUE/AUDIT COMMISSION PERFORMANCE  
INDICATORS RELATED TO WALKING**

**1. Individual walk journeys per year in Greater Manchester.**

(Data source National Travel Survey)

	<b>1989/91</b>	<b>1992/94</b>	<b>1996/98</b>	<b>1998/00</b>	<b>2003/05 Target</b>	<b>2012 Target</b>
<b>Walk journeys (&lt; 1 mile)</b>	312	286	255	187	255	312
<b>Walk journeys (all)</b>	380	346	309	256	309	380

**2. Traffic Signals and Pedestrian Facilities in Greater Manchester (At August 2001)**

• Total number of signal controlled junctions	996
• Number and percentage of signal controlled junctions with pedestrian facilities	582 (58%)
• Number and percentage of signal controlled junctions with no pedestrian facilities	414 (42%)
• Number and percentage of signal controlled junctions with pedestrian facilities on all arms	89 (9%)
• Number of pedestrian crossings not at junctions	817
• All Installations	1813
• Installations with pedestrian facilities	1399 (77%)
• Installations with no pedestrian facilities	414 (23%)

It is intended that targets to increase the number of crossing facilities for pedestrians will be set in the future.

**3. Pedestrian Road Safety (At July 2002)**

	<b>Base Years Ave 1994/98</b>	<b>2000</b>	<b>2001</b>	<b>2005 Target</b>	<b>2010 Target</b>
<b>Total Pedestrian Casualties</b>	2939	2695	2579	2425	2204

#### 4. Mode of Travel to School

Data is not available at a Greater Manchester level. Data is given here for all Metropolitan areas as indicative of the situation in Greater Manchester. (Source National Travel Survey) Districts are to collect baseline data as part of their School Travel Strategy. Targets for mode share will be developed. These are expected to vary between areas reflecting local conditions.

##### Travel to School in Metropolitan Areas 1989-2000

Mode (%)	1989/91	1992/94	1996/98	1998/00
Walk	65	64	57	50
Car	16	17	26	28
Bus	16	16	13	16
Other	3	3	4	7

#### 5. Best Value Performance Indicators

BV105 Dangerous Roads and Pavements repaired within 24 Hours

BV165 Percentage of Pedestrian Crossings with facilities for disabled people

BV178 Percentage of the total length of footpaths and other rights of way which were easy to use by members of the public

## APPENDIX D – EXTRACT FROM “ENCOURAGING WALKING: ADVICE TO LOCAL AUTHORITIES” (DETR MARCH 2000) - CHECKLISTS

### **APPENDIX A: Checklist for developing a strategic approach to walking**

There are three key areas for local authorities to consider at the strategic level

#### **Investment and decision making**

- Are you encouraging people to walk?
- Are there clear links between sustainable transport and other strategies, for example road safety, Local Agenda 21 and land use planning?
- What is the current investment in infrastructure and maintenance
- How prominent is walking in local transport planning and funding?
- Are planners asked to consider transport needs in any order of priority?
- Is best practice and technical guidance properly implemented?
- Is there consultation before decisions are made?
- Are the actions of all responsible organisations properly co-ordinated?

#### **Human resources**

- Are all officers aware of the new priorities in transport and what these mean for them?
- Are transport planners fully aware of the importance of walking and how they can work towards improving conditions for pedestrians?

- Are private developers, designers, architects and training institutions aware of the importance of walking and the need to integrate it into planning and design?
- Is there a local authority officer with specific responsibility for walking?
- What collaboration exists with other organisations to encourage walking?
- How much consultation is there with local groups?

#### **Practical questions**

- How much is known about walking, and what information is needed?
- Is walking considered when assessing new developments?
- Does walking have a high priority in policies for land use and regeneration?
- What improvements can be made to promote walking in renewed urban centres?
- Do traffic surveys include walking?
- What untapped potential exists for walking journeys? Is there latent demand for new routes?
- What local targets have been or could be set?
- What schemes are local organisations involved with (e.g. TravelWise, travel plans)?
- What is being done to improve the environment for walking?

## **APPENDIX B: Checklist for the local walking environment\***

### **Is the local walking environment connected?**

- How well is walking integrated with public transport? Are there, for instance, partnerships with public transport operators to develop local walking networks?
- Are routes to key destinations continuous, that is without barriers such as major roads that are difficult to cross
- Are walking networks designed to give good access to key destinations?
- Is the distance to public transport stops as short as possible for people within the area served?
- Are pedestrian crossings sited on ‘desire lines’ where people want to cross to get to public transport interchanges?
- Have important routes been given sufficiently high priority, for example short waiting times at signalled crossings on routes to bus and rail interchanges?

### **Is the local walking environment comfortable?**

- Do local facilities meet design standards, such as footway widths, good quality walking surfaces, planning for disabled people?
- Is pavement parking a problem?
- Is there a problem with cycling on the footway?
- Are routes safe?
- Is the general condition of the walking surface clear of obstructions, broken paving, etc.?
- Is it easy for people to report footway faults?
- Is traffic speed or volume a problem?

### **Is the local walking environment convenient?**

- Are the walking routes continuous, for example is the road raised to footway level at junctions?
- Can streets be crossed easily and safely?
- Do existing facilities cause delays to pedestrians?
- Are there pedestrian signals or phases at traffic signalled junctions?

### **Is the local walking environment convivial?**

- Is the urban design to a high standard? Is it as attractive as it could be?
- Are the pedestrian routes interesting?
- Are the footways substantially free from litter and dog mess?
- Is crime or fear of crime a cause for concern?

### **Is the local walking environment conspicuous?**

- Are walking routes clearly signposted? Is it obvious how to get to the shops, leisure facilities or bus stops?
- Are local walking routes published? Are there local maps and are they included with travel and tourist information?
- Are there local walking schemes such as “Safe Routes to School”?
- Are street names clearly visible, and are there sufficient repeater name plates?

The answers to these questions should provide a good basis for a local action plan

\*This checklist is based on the framework for assessing the environment for walking developed by the London Planning Advisory Committee

## APPENDIX E – CONSULTEES

### 1. GMLTP External Liaison Group Members

Director of Public Health Stockport  
Greater Manchester Cycling Campaign  
Virgin Trains  
Northern Spirit  
Centre for Health Promotions  
Manchester Chamber of Commerce  
Greater Manchester Pedestrians Association  
GMTCC  
Manchester Parking  
British Motorcyclist Federation  
Government Office for the North West  
Altram  
Railtrack  
Arriva North West Limited  
Freight Transport Association  
Motorcycle Action Group (UK) – North West Region  
Pro Manchester  
First North Western  
AA  
Salford, Trafford and Manchester Health Action  
Greater Manchester Accessible Transport Limited  
Greater Manchester Police

### 2. Other Consultees

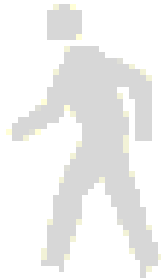
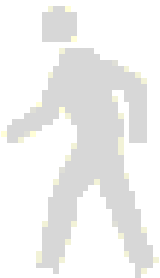
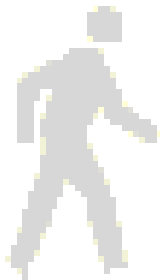
Open Spaces Society  
Greater Manchester Coalition of Disabled People  
GM Disability Organisation  
Disability Advice Unit, Pendleton, Salford  
Manchester Associates Rambling Club  
Manchester Area Ramblers Association  
Disability Stockport  
Middleton and District Bridleways Association  
Tameside Pedestrian Association  
Peak and Northern Footpath Society  
West Pennine Bridleways Association  
Countryside Agency (North West)  
Manchester Friends of the Earth  
Cycling Project for the North West  
Highways Agency

## APPENDIX F – CONTACTS

<i><b>District</b></i>	<i><b>Name</b></i>	<i><b>Tele no.</b></i>	<i><b>Fax No.</b></i>	<i><b>Email</b></i>
Bolton	Kathryn Boggiano	01204 336110	01204 336399	kathryn.boggiano@bolton.gov.uk
Bury	Tony Williams	0161 253 5273	0161 253 5363	T.Williams@bury.gov.uk
Manchester	Gail Stott	0161 455 2149	0161 455 2199	g.stott@notes.manchester.gov.uk
Oldham	Joanne Betts	0161 911 4346	0161 911 3411	Env.joanne.betts@oldham.gov.uk
Rochdale	David Lloyd	01706 864609	01706 864549	david.lloyd@rochdale.gov.uk
Salford	Darren Findley	0161 793 3849	0161 793 3848	traffic.transport@salford.gov.uk
Stockport	Richard Wood	0161 474 4394	0161 474 4586	richard.wood@stockport.gov.uk
Tameside	Carol Willgoose	0161 342 3920	0161 342 3911	carol.willgoose@mail.tameside.gov.uk
Trafford	Josie Wride	0161 912 4397	0161 912 4407	josie.wride@trafford.gov.uk
Wigan	Damian Garner	01942 404061	01942 404210	d.garner@wiganmbc.gov.uk

## APPENDIX G – GLOSSARY OF TERMS AND ABBREVIATIONS

CCTV	Closed Circuit Television
DETR	Department of Environment, Transport, Environment and Regional Affairs
GIS	Geographical Information System
GMADE	Greater Manchester Association of District Engineers
GMATS	Greater Manchester Area Transportation Surveys
GMTCC	Greater Manchester Transport Consultative Committee
GMTU	Greater Manchester Transportation Unit
HIMP's	Health Improvement Programmes
LTP	Local Transport Plan
LTP APR	Local Transport Plan Annual Progress Report
POG	Planning Officers Group
PPG	Planning Policy Guidance <i>note</i>
TRO	Traffic Regulation Order
UDP	Unitary Development Plan
UTC	Urban Traffic Control



## Acknowledgements

This strategy was written and compiled on behalf of Greater Manchester's authorities by the following officers:

Tony Williams	Bury MBC
Robert Griffin	Manchester CC
David Lloyd	Rochdale MBC
Richard Wood	Stockport MBC
Carol Willgoose	Tameside MBC
Gail Stott	Manchester CC

