

Manchester City Council Report for Resolution

Report to: Economy Scrutiny Committee – 30 September 2015

Subject: Greater Manchester Transport Strategy 2040: Our Vision

Report of: Strategic Director, Strategic Developments

Summary

The purpose of this report is to outline the emerging GM transport objectives and proposals to develop a new long-term transport strategy for Greater Manchester. The first stage in the process is the preparation by Transport for Greater Manchester (TfGM) of a “vision” document, “Greater Manchester Transport Strategy 2040: Our Vision”, that is currently subject to consultation.

Recommendations

That the Scrutiny Committee members note and comment on the content of this report

Wards Affected: All

Contact Officers:

Jessica Bowles
Head of Policy, Partnerships & Research
Manchester City Council
j.bowles@manchester.gov.uk

Richard Elliott
Policy and Strategy Manager
Manchester City Council
r.elliott@manchester.gov.uk

James Shuttleworth
Planning Strategy Manager
Manchester City Council
j.shuttleworth@manchester.gov.uk

Background documents (available for public inspection):

“Greater Manchester Transport Strategy 2040: Our Vision” available at
<http://www.tfgm.com/2040/Pages/default.aspx>

1. Introduction

- 1.1. TfGM is currently preparing a new long-term transport strategy for Greater Manchester on behalf of the Greater Manchester Combined Authority to replace Local Transport Plan 3 (LTP3) and to support delivery of the Greater Manchester Strategy and the emerging Greater Manchester Spatial Framework. The new Strategy will provide a clear statutory footing and policy context for the GM transport reform programme, including proposed bus and rail reforms and future transport investment priorities.
- 1.2. This report sets out the rationale for the new Strategy and presents a Vision document that is the subject of public and stakeholder consultation through the summer and early autumn to help inform the development of a full GM Transport Strategy document in 2016. It also sets out what the key implications for Manchester are from the proposed strategy.
- 1.3. Following consultation, a more detailed report will be presented to the Economy Scrutiny Committee in December 2015.
- 1.4. The December meeting of the Economy Scrutiny Committee will be focused on Transport. This meeting will provide an opportunity for members to obtain further detail about this strategy.

2. Justification for Producing a New Strategy

- 2.1. Local Transport Plans (LTPs) are statutory documents, determined by 2000 Local Transport Act, which set out the transport policies and investment priorities of a Local Transport Authority, which in Greater Manchester is GMCA.
- 2.2. Greater Manchester's Third Local Transport Plan (LTP3) was published in April 2011, at the same time that GMCA and TfGM were established. Consequently, whilst LTP3 has provided a suitable policy framework for the successful transport spending strategies since then, it does not take into account the significant economic, governance and transport-related changes made since that time. In addition, it pre-dates the Greater Manchester Strategy refresh, the Growth and Reform Plan, the establishment of Transport for the North and the Local Sustainable Transport Fund programme.
- 2.3. Government guidance advises that LTPs should be reviewed and replaced as authorities see fit to ensure that the policies reflect current local priorities. The development of a new LTP and transport strategy for GMCA during 2015 has a number of key benefits:
 - It will provide a statutory footing for upcoming policy development in areas such as bus and rail reforms, and development of the key route network ;
 - It will provide an up-to-date set of priorities to inform spending decisions and funding bids;
 - It supports the delivery of the emerging Greater Manchester Spatial Framework;

- It will support collaborative working with stakeholders to define what transport is required to deliver GM ambitions;
- It will demonstrate transparency to the public on how their money is being spent, and what benefits have been delivered for GM; and
- It will provide a clearer strategic framework for the development of other supporting plans and policies, such as:
 - HS2 Growth Strategy;
 - Planning future development of the rapid transit network;
 - The development of the GM Key Route Network;
 - The deployment of future GM devolved transport powers and funding controls;
 - GM’s future rail policies and input to Network Rail Control Period 6 (2019-24) planning process;
 - Input to future Highways England investment programmes; and
 - Joint working on cross-boundary travel issues with neighbouring authorities and LEAs.

3. Proposed structure of the new strategy

- 3.1. The proposed structure and scope of a new Greater Manchester transport strategy is set out below.
- 3.2. The approach will be to move away from a single LTP document, towards the preparation of two key statutory LTP documents, covering different priorities and time horizons in a more integrated, multi-modal way. This will enable a greater degree of flexibility and focus, and allow documents to be reviewed and updated on a more regular basis in response to significant changes in context.
- 3.3. The main statutory documents comprising the new LTP include:
 - **Greater Manchester Transport Strategy 2040** - a document setting out a fuller strategy focusing on two time horizons: the period to 2025, and the period 2025-2040. This will provide more detail on policies, interventions and schemes to support delivery of the “Vision” document; and
 - **A single five-year Greater Manchester Transport Delivery Plan** - providing a more detailed spending plan and monitoring of the performance of transport delivery programmes, to be updated on an annual basis.
- 3.4. These documents will be supported by an Integrated Assessment (covering environmental, health and equalities issues) and a travel and transport Evidence Digest that will be refreshed on a regular basis to provide an up-to-

date evidence base and to support the ongoing development and review of the transport strategy.

- 3.5. In advance of preparing the full strategy, TfGM have now produced a document: “**Greater Manchester Transport Strategy 2040: Our Vision**” which sets out broad aspirations and desired transport outcomes for transport for the period to 2040, and which will support public and stakeholder consultation over the summer period.
- 3.6. Comments on the Vision will be taken into consideration as a new Greater Manchester Transport Strategy for 2040 is developed, which will include more detailed policies and proposals for the coming years.
- 3.7. The new strategy will be framed around the objectives of the Greater Manchester Strategy, with a focus on supporting the four key themes of economic growth and regeneration; improved quality of life; environmental improvement; and the delivery of an innovative city region.
- 3.8. For each of these overarching themes, Transport for Greater Manchester are currently assessing the evidence base in relation to different trip types (with a particular focus on commuting, business-to-business (freight and passengers) and visitor trips); identifying potential future demand; and developing interventions and schemes for 2025 and 2040. For the 2040 time horizon, the strategy will focus on “what success will look like”, and will identify likely broad interventions needed over that time period; whilst for the 2025 horizon, significantly more detail on projects and schemes is anticipated.

4. **Spatial Themes**

- 4.1 The new strategy has a far greater spatial focus and a more integrated approach to transport investment at different spatial levels (rather than the modal and/or district focus used in previous LTPs). It is suggested that the documents identify the key challenges and investment opportunities for each of the following spatial themes:
 - **A globally connected city**, including opportunities to improve access to facilities and jobs at Manchester Airport/Airport City and in the Atlantic Gateway area;
 - **Delivering better city-to-city links**, focusing on Transport for the North improvements to northern connectivity and north-south linkages to Birmingham, London and Scotland;
 - **Getting into and across the Regional Centre**, focusing on multi-modal transport improvements required to support proposed growth in the regional centre;
 - **Travel across the wider City Region**, focusing on improving access to town centres, employment sites, colleges, hospitals and major leisure destinations; and

- **Connected Neighbourhoods**, focusing on supporting active travel in local communities and improving access to local interchanges, schools, shops, healthcare etc.

5. Key implications for Manchester

- 5.1 There are many of these core spatial foci that have particular relevance for Manchester.

A globally connected city

- 5.2 The main hub around which global connectivity will be based is Manchester Airport. The strategy supports the growth of the Airport to accommodate 55 million passengers, with a wider route network. The priority is not only developing outward links from the Airport, but also improving connectivity from across the City Region to these international opportunities. The strategy focuses on improvement to public transport connections and highways infrastructure. The value of a station to support HS2 is underlined as a key asset in terms of connectivity and commercial attractiveness. The development of the Enterprise Zone (as well as the Airport itself) is recognised as a key source of employment. The ongoing role of the Airport, and its improved integration with surrounding communities, will benefit residents and businesses in Manchester, generating further local economic growth.

Delivering better city-to-city links

- 5.3 City-to-city links will focus on connecting the core of different city regions, reflecting the core strategy behind the Northern Powerhouse concept. For the road network, there are a number of proposals to increase capacity and journeys times across the Strategic Route Network. For Greater Manchester, the focus will be on the M60, particularly the section between Trafford and Bury. There are also proposals that look at specific city-to-city routes, including the road connections between Manchester and Sheffield.
- 5.4 There is approximately £1 billion investment planned for the northern rail network, including improvements to the overall network (the Northern Hub) centred in Manchester (the Ordsall Chord and improvements to Piccadilly and Oxford Road). There is a strong emphasis on better rail connections between and Liverpool, Leeds and Sheffield, alongside HS2 proposals that will provide connections to the south (London and Birmingham). The intention is to achieve significant savings to journey times between cities, within a timetable planned with the needs of the northern economy as the key driver. The City Centre is at the heart of these proposals, reinforcing its role as the main driver of the northern economy and putting the City in a very strong position to secure a significant proportion of the enhanced growth associated with economic rebalancing to the North.

Getting into and across the Regional Centre

- 5.5 A key role of transport is to connect a city's residents to its jobs, which is why improving access to the Regional Centre is being identified as a spatial theme

in the Greater Manchester Strategy. The overall aim is to extend the sustainable catchment of the Regional Centre (with the City Centre at its heart), particularly through improving the public transport network across the City Region. The strategy emphasises the role of buses in meeting local public transport demand, particularly as there is capacity on the bus network providing the offer is sufficiently attractive. Investments including Quality Bus Corridors and Cross-City bus routes through the City Centre are intended to support this aim. Cycling is seen as having a significantly increased role providing access to the Regional Centre as well as improved local connections, with the Velocity programme upgrading a number of key radial cycle routes.

- 5.6 This spatial theme further reinforces the economic role of the City Centre (for traditional employment and the visitor economy), and indeed presents a increasingly dense and busy City Centre as prerequisite for an effective transport network. It also supports the Council's social reform aims, as it would usually result in the densest transport network benefitting neighbourhoods closest to the centre. Therefore, measures to improve access to the Regional Centre are most likely to support Manchester's inner neighbourhoods, ensuring that the opportunities of growth are most accessible to Manchester residents.

Connected neighbourhoods

- 5.7 The final spatial theme, Connected Neighbourhoods, is also of particular importance to Manchester and its residents. The strategy recognises that a significant proportion of journeys are relatively local. Furthermore, good strategic transport networks need to be supported by good local connections if the benefits of the investments are to be realised. It is, therefore, important to consider how people can be supported to use sustainable travel modes for local journeys, where possible. If Manchester's residents are to access all the opportunities that a growing and increasingly prosperous Manchester will create, then ensuring all Manchester's neighbourhoods are well connected will clearly be essential.
- 5.8 There will be a focus on supporting active travel in local communities and improving access to local interchanges, schools, shops, healthcare and other important services. In the vision document, the strategy sets out broad objectives around integrated journeys and ticketing, local accessibility and coordinated development planning. These will set an important context for the development of local strategies and approaches.
- 5.9 Overall, there is a good level of consistency between the priorities in the Greater Manchester Transport Strategy 2040 and those of the Council.

6 Next Steps

- 6.1 Consultation will conclude in October 2015 on Greater Manchester Transport Strategy 2040: Our Vision". Comments on the Vision will be taken into consideration as a new Greater Manchester Transport Strategy for 2040 is

developed and an update on progress will be reported to this Committee in December 2015.

- 6.2 At this stage, the Greater Manchester Strategy has a broad and overtly strategic approach, aiming to set a clear tone for transport policy and investment rather than defining precisely what these will be. The core spatial themes place a good emphasis on issues that are important to Manchester. However, it will be important that the Council remains fully engaged in the further stages set out in the overall transport strategy, so that when the details are decided this emphasis remains clear. There is also a stated aim to align the transport strategy with the Greater Manchester Strategy and the emerging Greater Manchester Spatial Framework. As the latter document takes shape, it will be equally important that the Council is engaged to make a strong case for similar spatial priorities.