

**Manchester City Council  
Report for Information**

**Report to:** Economy Scrutiny Committee – 20 June 2018

**Subject:** Updating the City Centre Transport Strategy – Proposals for a Conversation with City Centre Residents, Businesses and Visitors

**Report of:** Deputy Chief Executive, Growth and Neighbourhoods and the Director of Highways, Transportation and Engineering

---

**Summary**

The report summarises the rationale for producing an update of the Transport Strategy for Manchester City Centre and outlines proposals to hold a conversation with city centre residents, businesses and visitors about the transport challenges and opportunities that arise from a growing city centre in order to shape the content of the revised strategy.

**Recommendations**

That Members consider and comment on the proposals for updating the city centre transport strategy and, in particular the outline of the proposals to engage with residents, businesses and visitors in shaping the future strategy for the city centre.

---

**Wards Affected:**

Ancoats and Beswick, Ardwick, Cheetham, Deansgate, Hulme and Piccadilly.

---

**Alignment to the Our Manchester Strategy Outcomes (if applicable)**

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	

A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

---

**Contact Officers:**

Name: Richard Elliott  
Position: Head of Policy, Partnerships and Research  
Telephone: 0161 219 6494  
E-mail: r.elliott@manchester.gov.uk

Name: Kim Dorrington  
Position: Director of Highways, Transport and Engineering  
E-mail: k.dorrington@manchester.gov.uk

---

**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Transport Strategy for Manchester City Centre, November 2010  
[http://www.manchester.gov.uk/downloads/download/1871/transport\\_strategy\\_for\\_manchester\\_city\\_centre](http://www.manchester.gov.uk/downloads/download/1871/transport_strategy_for_manchester_city_centre)
- Greater Manchester Transport Strategy 2040  
<https://www.tfgm.com/2040>

## 1. Overview

### 1.1 The Our Manchester Strategy commits the City Council and its partners to:

*“Develop an integrated, smart and clean transport network that reflects the changing shape of the city and the way people need to move around”*

The refreshed CCTS described below will be one of the important building blocks in setting out how this will be achieved. The approach that is planned to be adopted to develop the strategy is one that is based on the Our Manchester principles with the planned conversation described in this paper being a key part of listening to the people who live in and use the centre to find out what is important to them.

### 1.2 The previous Transport Strategy for Manchester City Centre was published in November 2010. Since that time a significant number of proposals outlined in the document, such as the second city Metrolink crossing, have been implemented. The City Centre has continued to change and grow with more jobs and more people choosing to live in and around it. As the City Centre is continuing to change and develop rapidly it is timely to refresh the previous strategy and to set out new proposals for the coming two decades. Although the current challenges affecting rail travel to the City Centre are linked to operational and implementation issues, they clearly illustrate how many people are affected by the quality of access to the City Centre and the need for a robust long-term approach to enhance this. This refresh of the City Centre Transport Strategy (CCTS) is being developed jointly by Manchester City Council (MCC), Salford City Council (SCC) and Transport for Greater Manchester (TfGM).

### 1.3 The revised CCTS will support established strategic priorities for the City Centre. Within Manchester, key documents including the Our Manchester Strategy and the City Centre Strategic Plan set out the important role of the City Centre and its continuing growth for the wider success of the city (and Greater Manchester). It is essential that the CCTS supports these overall aims, and so we have undertaken some work to support our initial thinking on the revised CCTS but to ensure that the plan is developed together with the people who live in and use the city centre it is planned to carry out a listening exercise (conversation) to:

- a) Make people aware that we are developing a CCTS to ensure that the City Centre becomes an even more attractive place for people and also to support its continued inclusive and sustainable growth.
- b) Receive feedback from public and stakeholders to help shape future policy and help to define the transport investment required.

### 1.4 The conversation will be clearly structured to focus on three main aims:

- i) Gain views on proposals to manage traffic travelling into and within the city centre by improving and promoting the alternatives and explaining what

the benefits are in terms of quality of life, supporting sustainable growth and cleaner air.

- ii) Gain views / consensus on an approach to better balance streets' role to support movement but also enhance place on key city centre streets (explaining why this is important)
- iii) Gain views / consensus on balance between providing good bus access to the city centre and improving the environment for pedestrians/cycling and creating better public spaces/public realm.

1.5 It is proposed that the conversation should begin in mid-July, for approximately 10-12 weeks and will use a range of channels.

## **2. Background**

- 2.1 Over the last 20 years, Manchester city centre has been transformed into one of the most vibrant urban centres in Europe. The core of the conurbation has been repopulated and a quality housing offer has been established. A much-expanded employment market, world class cultural offer, internationally recognised universities and excellent retail and leisure amenities in the city centre attract a wide variety of workers, residents, students and visitors.
- 2.2 Today around 50,000 people live in the heart of the city (including parts of Manchester Salford and Trafford), hundreds of thousands of people live within a short walk, cycle or bus / tram ride and over 7.2 million people currently live within one hours travel time of the city centre.
- 2.3 The city centre continues to be the main engine for economic growth in the North of England and accounts for more than 10% of all jobs in Greater Manchester (GM), with more than 140,000 people currently employed in the core city centre area.
- 2.4 The city centre is also a transport hub and gateway to the wider city region and north of England. How the city centre functions therefore influences the wider GM transport network whether this is on the rail, Metrolink, bus or highway network.
- 2.5 In 2016, there were over 100,000 trips each day into the city centre in the morning peak period. As a result of significant investment in public transport facilities and connections, over 76% of these trips were made using forms of transport other than the car. Overall, the proportion of non-car journeys has increased from 63% in 2002.
- 2.6 The success of the city centre and the wider Greater Manchester city region is testament to placing connectivity and transport investment at the heart the city's regeneration. An efficient and expanded transport system has supported these achievements; delivering a growing economy, improved accessibility, greater mobility and increased productivity.

- 2.7 There are currently over 11,000 residential units, and 1.5 million sq ft. of office space under construction, making Manchester one of the fastest growing cities in Europe. As the city centre continues to change and grow it needs to develop and protect its assets alongside addressing the environmental and health impacts that transport and in particular road traffic can have on people.
- 2.8 Since the publication of the previous City Centre Transport Strategy, at the end of 2010, a number of transport investments, such as the second city Metrolink crossing have been completed as well as changes in the planning and policy context in Greater Manchester.
- 2.9 Given the scale of change, now is an appropriate time to develop a new city centre transport strategy that refreshes the original strategy and looks forward to the longer term, setting a framework for how transport can support the inclusive and sustainable growth of the city centre between now and 2040.
- 2.10 The updated CCTS is being developed jointly in partnership by Manchester and Salford City Councils along with Transport for Greater Manchester. Important policy documents which will guide our aspirations for how the city centre should look and function as we progress towards 2040 are the Our Manchester Strategy, published in 2016, that sets out a vision for the City of Manchester for the period until 2016, the City Centre Strategic Plan 2015-2018, the Greater Manchester Strategy (GMS) and Greater Manchester Transport Strategy 2040 (2040 Strategy).
- 2.11 The Our Manchester Strategy commits the City Council and its partners to:
- “Develop an integrated, smart and clean transport network that reflects the changing shape of the city and the way people need to move around”*
- The refreshed CCTS described below will be one of the important building blocks in setting out how this will be achieved. The approach that is planned to be adopted to develop the strategy is one that is based on the Our Manchester principles with the planned conversation described in this paper being a key part of listening to the people who live in and use the centre to find out what is important to them.
- 2.12 The City Centre Strategic Plan underlines the critical importance of the transport network and identifies a number of key priorities including encouraging more cycling and managing traffic flow within the city. Identifying the detailed transport proposals needed to support delivery of the City Centre Strategic Plan will be a key role for the CCTS.
- 2.13 The GMS sets out a compelling vision for the city region as a whole: “Our vision is to make Greater Manchester one of the best places in the world to grow up, get on and grow old.”. Relevant to the CCTS, GMS has “World-class connectivity that keeps Greater Manchester moving” as one of its priorities.

- 2.14 The 2040 strategy states, “Our ambition is for fully integrated Regional Centre transport networks that support rapid economic growth: with HS2 and Northern Powerhouse Rail services serving the heart of the city centre; and road traffic levels held at or below 2016 volumes. There will be much better public transport, pedestrian and cycle connections across the wider Regional Centre, and key destinations will be accessible by public transport 24/7. We will create a more liveable Regional Centre by providing high quality and attractive pedestrian and cycle environments and by minimising the negative impacts of traffic (including freight vehicles) on residents.” The CCTS will be a sub-strategy to the 2040 Strategy 2040.
- 2.15 The work on the City Centre Transport Strategy will also be aligned with other strategy, plan and key documents, such as the GM Spatial Framework, Clean Air Plan and Congestion Deal.
- 2.16 As the work to development the strategy is taken forward effective coordination between the three neighbouring local authorities and with TfGM will be necessary and officer steering group arrangements have been established to oversee this work.

### **3 Key Challenges and Opportunities**

- 3.1 In the work undertaken in developing the City Centre Transport Strategy to date we have identified the following key challenges and opportunities:
- a) To enhance the attractiveness of the city centre as a place for people
  - b) To tackle congestion and improve the air we breathe
  - c) To prepare our transport networks for further growth
  - d) To improve connectivity of the city centre transport network
  - e) To make the most of new local powers
  - f) To ensure the city centre is a safe and secure place
  - g) To accommodate sustainable growth without increasing traffic
  - h) In the future there will be:
    - More jobs in the city centre area
    - More people living in the city centre area
    - More activity in the city centre area including retail, leisure and sport & cultural events
    - Major developments eg Piccadilly/Mayfield Development, Salford Central etc
    - Major planned transport infrastructure investment – High Speed 2 / Northern Powerhouse Rail
    - New mobility innovations in transport eg Electric Vehicles, Autonomous Vehicles and Mobility as a Service (MaaS)
- 3.2 It will be a key task of the CCTS to respond to these challenges and to set out a framework in which they will be addressed.

## **4 Themes and Principles**

4.1 To support the development of the strategy, in the context of the issues and opportunities for the city centre, the following transport principles are proposed. For people and places we have identified the following key principles:

- i. Create “Streets for All” that balance the movement of people and improving the local character and distinctiveness of the city centre streets;
- ii. Reduce transport emissions in the city centre to create a healthier and enhanced environment for residents, workers and visitors;
- iii. Increase the proportion of people travelling to/and from the city centre by means other than the private car;
- iv. Accommodate the growth in peak hour travel demand through non-car modes due to the inability of expanding highway capacity to meet unrestrained demand;
- v. Better connect the wider city centre area, reduce severance and expand the capacity and coverage of the public transport, walking and cycling networks;
- vi. Introduce high quality green and blue infrastructure & public realm that supports enhancing the character of the different city centre areas;
- vii. Ensure the city centre’s freight and servicing needs can be met without compromising quality of life;
- viii. Create a safe and secure city centre;
- ix. Ensure new developments support low car ownership lifestyles;
- x. Maximise the benefits of HS2 / NPR through integration into the city centre transport network; and
- xi. Manage car parking to balance supporting economic needs and encouraging travel by non-car modes.
- xii. Ensure the city centre is ready and can adapt to changes in transport innovations

## **5 Approach and Timing**

5.1 We are planning to launch the public engagement exercise on the CCTS on 11 July. The aim of this conversation is to get ideas and feedback from those who live in or travel into Manchester city centre, to help shape future transport investments.

- 5.2 To engage with residents, commuters and others who regularly visit the city centre we will launch a range of communications and marketing activity and build on the experience of previous exercises taking forward the learning from other successful (and less successful) engagements with residents and businesses we have undertaken over the last three years. We will also identify key stakeholders who we will engage with separately. . This will involve the communications teams of the two city councils working with TfGM and will include paid for advertising, social media activity, public events and PR activity, with an online survey. We will also work with local businesses and other stakeholders to get their views, holding events and 1:1 meetings. MCC and SCC will work together to publicise the conversation to their networks and audiences.
- 5.3 The Draft Conversation Narrative is attached in Appendix 1. This text will be used as content for different engagement methods and materials, in particular the website. There will be background information available for the public and stakeholders on the TfGM website as well as a survey . The survey that accompanies the conversation will cover the following topics:
- Travelling into the city centre – seeking views on what would improve journeys into the city centre and what transport investments should we be making to accommodate the growth in travel demand to the city centre;
  - Moving around the city centre – seeking views on the ease to travel within / across the city centre and barriers to travel within the city centre; and
  - Experiences of using and being on our city centre streets – seeking views on the quality of the street environments and how we balance the different demands on our streets.
- 5.4 Responses will be collated and used to inform development of the draft CCTS document. A non-statutory consultation on the draft strategy to take place following publication – late 2018/early 2019, with the aim to publish the final strategy in 2019.



**Appendix 1**

## **A conversation to help shape The City Centre Transport Strategy**

**Date: 12/6/18**

***Please note*** – the narrative that follows is for the City Centre Transport Strategy Conversation. Once this has been agreed, TfGM (on behalf of MCC and SCC) will work with the Digital, Marketing and Media Relations teams to make sure that any marketing and publicity material for this uses this narrative as a basis. This text is primarily intended for the CCTS website page and a leaflet style document.

### **Our city centre**

Today's city centre is one of Europe's most vibrant urban centres. It's a place to live, work and play. It's a place for people. In the last two decades the city centre has grown beyond recognition, there are more places to live, many more jobs, a world class cultural offering, internationally renowned universities and excellent retail and leisure amenities. And this growth is set to continue.

We want Manchester city centre to be at the heart of the Northern Powerhouse, offering an even better place for people to live in, work and visit. It's estimated that by 2040 there will be 270,000 jobs and 80,000 people living in the city centre.

This provides us with a challenge: we want the city centre to continue to grow and provide jobs and homes for people across Greater Manchester, so we must decide how to improve our transport system so people can access these new jobs, so businesses have good connections to other businesses and their customers, and to make it an attractive and healthy place to live and visit.

Manchester City Council and Salford City Council are jointly developing an updated city centre transport strategy in collaboration with Transport for Greater Manchester. This is the start of the process and we want to hear from you to understand your experiences and priorities, so we can ensure that we invest in a transport system that supports a thriving, attractive and unique city centre for everyone.

**To be added as an infographic:**

- Today around 50,000 people live in the city centre area
- In 2016 there were over 100,000 trips into the city centre in the morning peak period
- In 2016, over 76% of trips into the city centre in the morning peak period are made by public transport, cycling and walking
- Today more than 7.2 million people live within one hour's travel to the city centre
- By 2040, it is estimated there will be 270,000 jobs and 80,000 people living in the city centre.

## **Today's city centre**

The city centre itself has grown - it now extends along Oxford Road corridor, along Chapel Street towards the University of Salford to the west and into Ancoats and New Islington to the east.

### **Map to be added**

We will continue to see sites on the edge of the city centre transform into high quality places to live, further enlarging the city centre itself. There is currently 1.5 million sq ft of office space is under construction within the city centre, the equivalent of 20 football pitches.

## **What we have already done**

Over the past few years we have seen transport links improved for millions of people living, working and visiting the city centre each year.

Metrolink's recent expansion, providing a second route to cross the city centre, and across Greater Manchester, now sees more than 41 million passenger journeys each year, up from over 30 million in 2014. As well as an increase in the number of trams running through the city centre, it also provides more flexibility for commuters and there will be less disruption for travellers when maintenance and replacement works are planned.

Similarly, bus priority measures along the A580 East Lancs Road, through the city centre and along Oxford Road – one of Europe's busiest bus corridors – are now enabling vastly improved bus journey times and reliability. New and improved cycling infrastructure is providing thousands of cyclists with safer and more direct routes across the city and beyond, with more than 5,000 bike trips on Oxford Road each day. The increase in urban living in Manchester, including its expansion as the city centre grows beyond its traditional boundaries, has resulted in a significant increase in people walking into and across the centre.

As well as this there are improvements planned to the Manchester Salford Inner Ring Road at Great Ancoats Street, the Regent Road/Water Street junction and Princess Street, which will start in the coming months. In addition, investment made by Network Rail has seen the redevelopment of Victoria Station, and the creation of the Ordsall Chord, which now connects north and south Manchester for the first time.

Both Manchester City Council and Salford City Council have enhanced some key public spaces, creating better walking environments, such as St Peter's Square and the A6 Chapel Street.

## **Challenges and opportunities**

Over the next 20 years the city centre and wider city region will have more jobs, more people living within the city centre and more investment, and demand will continue to grow for the city to be open for business longer. The city centre is home to some of the North's best cultural and entertainment attractions as well as having many different neighbourhoods with distinct character and purpose.

This growth is key to unlocking the potential of the north and the right infrastructure and transport services will play an important part in supporting the city centre's success.

There are a number of improvements that are currently being planned and delivered across Greater Manchester which will support our City Centre Transport Strategy. We will align these plans to help us to achieve our aims, whilst also understanding the challenges that need to be tackled, such as:

- **A transport network fit for the future:** where travellers can get into the city centre, across the centre and connect to other cities with ease, in comfort and seamlessly – through an integrated transport network that accommodates growth without increasing traffic.
- **Improved air quality:** poor air quality, through harmful emissions from road transport, is a major cause of ill-health, it damages the environment and has the potential to damage our economy. Air quality improvements across Greater Manchester will not only reduce health issues, but will also help to make the city region a more attractive place to live, visit and invest,
- **Reduced congestion:** high levels of traffic in and around the city centre has a range of negative impacts – from wasting time and causing stress, to creating an unpleasant environment for those working, living and visiting the city centre.
- **A more attractive city centre:** continuing to improve the city centre's public spaces, making it an attractive, welcoming, safe and secure place where people continue to want to work here, live here and visit our attractions.

Our vision is for Greater Manchester to have world class connections that support long-term, sustainable economic growth and access to opportunity for all. We want to make sure it's easy for everyone to travel into and around the city centre, whether it's for work, leisure, to use essential services and more.

The city centre's transport network is not limited to buses, trains, trams and roads – we see more and more people cycling and walking, so we want to see how we can embrace cleaner and greener travel options as well as innovative new technology.

We can do this by making the most of our local powers. We now have an elected Mayor of Greater Manchester with the ability to deliver a more integrated, inclusive and customer-focused transport system in the future.

## The direction of travel

In 2017 we published the [2040 Transport Strategy](#), following extensive public consultation. The strategy sets out our ambitions for a radical new approach to planning our future transport system that supports the long-term needs and aspirations of a growing city region.

Following a conversation with city centre residents, Manchester City Council published its long-term vision for the future: [Our Manchester](#), it is delivering improvements that ensure that the city is clean, safe and attractive for generations to come.

More recently, the Mayor of Greater Manchester, Andy Burnham published the [Greater Manchester's Congestion Deal](#) following a consultation with over 7,000 responses. The deal is for transport bodies, local authorities, businesses and individuals to work together to tackle congestion across Greater Manchester.

As well as this the Greater Manchester draft Spatial Framework is currently being prepared by GMCA with all 10 councils working together to create an ambitious plan that will ensure that the right land is available in the right places to deliver the homes and jobs we need up to 2035. It will also identify the new infrastructure such as transport, essential services and utility networks required to achieve this.

The [Greater Manchester Low Emission Strategy and Air Quality Action Plan](#) and [Greater Manchester Climate Change implementation plan](#) have been published. Several roads close to the city centre have been identified as potentially exceeding legal limits for nitrogen dioxide, unless significant actions are taken by 2021. We are currently undertaking a detailed feasibility study and developing a clean air plan to address these issues, to identify the measures in and around the city centre which will improve the air we all breathe.

The Mayor appointed Chris Boardman as the region's first Cycling and Walking Commissioner in July 2017, later in 2017 the [Made to Move report](#) was published – outlining an ambitious vision to invest in Greater Manchester's cycling and walking.

While much has already been done to improve transport within the city centre we know there's still much more to do and we want to integrate our plans for the city centre. At the heart of Greater Manchester, the city centre aspires to be a successful, resilient city that's ready to tackle the challenges and opportunities of the 21<sup>st</sup> century.

## Let's talk about the future

People are at the heart of our plans. Connecting people to where they need to be is what it's all about.

We want Manchester city centre to be at the heart of the Northern Powerhouse, creating a better place for people to live in, work and visit. Our transport system will need to connect workers to jobs, and businesses to other businesses, so we need to make sure that getting from one city centre to another is straightforward as well as moving around it.

That's why we want to get your feedback on the future you would like to see for our city centre to help develop the draft City Centre Transport Strategy which is being jointly developed by Manchester and Salford City Council's along with Transport for Greater Manchester. We would like to know about your experiences of getting into the city centre, getting around the city centre and what you'd change – how we manage the transport network to support the growing city centre.

This conversation is based around three themes:

### 1. Travelling into the city centre

The city centre is where many people come to work, shop, study, spend free time and more. Being able to easily get into the city centre is really important, whichever way you choose to do so. The number of people travelling into the city centre is forecast to grow and we plan to meet this challenge by understanding our people's needs and providing the right public transport, and walking and cycling choices to meet this increased need.

In the future our city centre will be served by high quality, high speed rail connections following the completion of Northern Hub, the electrification programme, HS2 and the Northern Powerhouse Rail

project, all of which will serve the city centre. Our five city centre rail stations will welcome people into our city, and provide space for people to connect and collaborate.

We want to continue to reduce the amount of traffic in the city centre. This will include looking at how deliveries into the city centre can be made more smartly and other ways to reduce the number of cars accessing the city centre core. Those vehicles which continue to enter the city centre will find their destination and car parking more easily, from enhanced signage and better off-street parking provision.

We want to know more about how you get into the city centre and your experiences. How would you rate your current journey into the city centre? We also want to know if you have any ideas to improve your journey into the city centre, whether you a regular commuter or an occasional visitor.

## **2. Moving around the city centre**

Once you have arrived into the city centre, or if you live within it, we would like to know about your experiences of getting around.

We believe our city centre streets should cater for people from all walks of life, including young and old people and those with additional mobility needs. It should be easy to navigate around, particularly on foot and by bicycle.

We want to create a more walkable and bicycle friendly city centre that is increasingly attractive to residents, businesses and visitors, by further developing recent work to create more city centre cycling routes. This will support the city centre economy and produce a healthier and productive city centre population as a result of increased active travel and improved air quality.

As the city centre expands over a wider area, we will need to improve transport connections to make sure that the centre is still easy to get around, particularly on foot, by bike and by using public transport. In the future, getting more people around the city centre by rail and Metrolink lines will be challenging, so we may need to consider major new cross-city infrastructure, such as a new rail tunnel. New technology can help us sustainably incorporate cars into this mix, including supporting the growth of electric vehicles and car sharing.

We want to hear your views. How easy is it to navigate around the city centre, if you're not sure of where you're going? How do you find walking, cycling or driving around the city centre? What barriers are there to you walking and cycling more within the city centre? Thinking about the different users of streets in the city centre, in what order do you think their needs should be prioritised? What improvements would you like to see, to improve your experience?

## **3. Your experiences of our streets and public spaces, as well as ideas for the future**

Finally, we would like to know about your experiences of the city centre's streets and public spaces – such as parks and squares – and what you would like to see in the future.

We believe people should feel safe at all times of night and day, and should be able to cross roads easily and without fear of road danger. We should make the most of our green spaces and waterways, including canals, to provide pleasant pedestrian and cycling routes through the city centre. There should be plenty of places for people walking to stop and take a break, allowing everyone to enjoy time spent in the city centre.

We want to hear about your experiences, how safe and secure do you feel, how do you find using different modes of transport within the city centre? How would you improve air quality? How important is it to you to have nice places to walk and relax within the city centre?