

Manchester City Council Report for Resolution

Report to: Executive – 7 March 2018

Subject: Transport for the North – Strategic Transport Plan

Report of: Strategic Director - Development
Deputy Chief Executive - Growth & Neighbourhoods

Summary

Transport for the North (TfN) was created as a pan-Northern Partnership Board of Civic and Business Leaders, working with Highways England, Network Rail, High Speed 2 and the Department for Transport to improve road, rail, sea and air connections in order to help drive long-term economic growth across the North of England.

The Strategic Transport Plan (STP) has been developed to show the spatial and modal scope for transport investment across the North to 2050, together with expected costs and benefits. The STP is subject to public consultation until mid-April 2018, and has been developed with regard to other relevant initiatives, including the Northern Powerhouse.

TfN will become the country's first Sub-National Transport Body in April 2018 and the STP will become a statutory document at this time.

This report outlines the content of the STP and proposes an outline of a response from the City Council. It is intended to coordinate this response with a complementary response being prepared for submission by GMCA.

Recommendations

Executive is recommended to:

1. Welcome the publication of the Draft Strategic Transport Plan (STP) and in particular the key proposals to transform levels of investment in infrastructure in the North and to transform connections between the cities of the North of England that it contains
 2. Delegate to the Chief Executive, Strategic Director (Development) and the Deputy Chief Executive (Growth & Neighbourhoods), in consultation with the Leader and the Executive Member for the Environment, approval of the submission of the Council's formal response to the STP consultation.
 3. Request officers to report back to Executive once the final version of the STP has been published and TfN has become a Sub-National Transport Body, on the implications for Manchester.
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Wards Affected All

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Increased connectivity across the North of England will boost economic agglomeration and support sustainable growth.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Improved connections between the northern cities will increase the pool of skilled labour that the city needs to draw upon as it grows.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Good transport connectivity at local, regional and national levels enables people to access work and training opportunities, and thereby helps them to fulfil their potential.
A liveable and low carbon city: a destination of choice to live, visit, work	Investment in public transport will enable more people to travel by low emission / carbon means; investment in road infrastructure will also be needed as the city grows, and as more low carbon vehicles are developed.
A connected city: world class infrastructure and connectivity to drive growth	Manchester is a key transport nexus for the north, connecting well to other northern cities and internationally via the Airport.

Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue and Capital

There are no financial consequences arising directly from this report.

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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.

Strategic Transport Plan (Consultation Draft) (January 2018)

(http://transportforthenorth.com/wp-content/uploads/TfN-Strategic-Plan_draft_lr.pdf)

Transport for the North - Spring Update Report (March 2017)

(<http://transportforthenorth.com/wp-content/uploads/SPRING-UPDATE-BUSINESS-PLAN.pdf>)

The Northern Powerhouse Independent Economic Review (June 2016)

(<http://transportforthenorth.com/wp-content/uploads/Northern-Powerhouse-Independent-Economic-Review-Executive-Summary.pdf>)

The Northern Transport Strategy Spring 2016 Report (March 2016)

(<http://transportforthenorth.com/wp-content/uploads/The-Northern-Transport-Strategy-Spring-2016-Report-.pdf>)

The Northern Powerhouse: One Agenda, One Economy, One North (March 2015)

(<http://transportforthenorth.com/wp-content/uploads/A-report-on-the-Northern-Transport-Strategy-1.pdf>)

One North – A proposition for an interconnected North (July 2014)

(http://www.manchester.gov.uk/downloads/download/5969/one_north)

1.0 Introduction

- 1.1 The North of England is a large and diverse area with vibrant cities and towns with extensive rural hinterlands, and home to some 16 million people; it comprises the three northern regions – the North West, the North East, and, Yorkshire and the Humber. It is well connected to the UK's transport infrastructure networks, however, from an economic perspective the North is underperforming; the economic value per person in the North (GVA) is 25% below England's average, with an income per person £7,500 less.
- 1.2 Transport for the North (TfN) was created as a pan-Northern Partnership Board of Civic and Business Leaders, working with Highways England (HE), Network Rail (NR), High Speed 2 (HS2) and the Department for Transport (DfT) to improve road, rail, sea and air connections to help drive long-term economic growth across the North of England. It will become the first statutory Sub-National Transport Body (SNTB) (incorporating Rail North Limited) in April 2018, overseen by the 19 different Transport authorities in the North of England (including Greater Manchester's), and making recommendations to Government and its transport agencies.

2.0 Strategic Transport Plan

- 2.1 The North's leaders have been working together to improve pan-northern connectivity for a number of years, from publishing the original 'One North' paper in 2014, a Northern Transport Strategy in March 2015, and subsequent TfN updates in Spring 2016 and 2017. The Strategic Transport Plan (STP) builds upon these documents and will become a statutory document once TfN becomes a SNTB. The STP's objectives are stated as:
- Increase efficiency, reliability and resilience in the transport system
 - Transform economic performance;
 - Improve access to opportunities across the North; and,
 - Promote and support the built and natural environment.
- 2.2 The STP is subject to public consultation from mid-January to mid-April 2018, and has been developed with regard to other relevant initiatives at different spatial levels, including the development of the broader Northern Powerhouse initiative. One of the key documents that informed the STP is the Northern Powerhouse Independent Economic Review (NPIER), which identified four areas where the North was highly skilled and had genuine strengths at a global level:
- Advanced Manufacturing
 - Digital
 - Energy
 - Health Innovation

These prime capabilities are supported by three enabling capabilities; Financial and professional services; logistics and education (primarily higher education).

Promoting, growing and connecting these four 'Prime Capabilities' could transform economic performance. The Review estimated that there is the potential for the economy to grow by £100 billion with the addition of 850,000 jobs across the north. A number of factors are however currently constraining the North's economic performance, including (and with a particular transport focus) the lack of agglomeration between economic centres across the North; and, sub-optimal transport links and underinvestment in transport. The Plan sets out proposed transport interventions that are needed to deliver the growth trajectory set out in the IER. Proposals costing a total of between £60 and 70 billion in the period up until 2050 split between measures in the short term (up to 2025); medium term (2026-2035); and, the long term (2036-2050).

- 2.3 The STP sets out a strong case for strategic transport infrastructure investment for the North, and identifies the type of investment needed, and where and when this should take place. The focus is on strategic interventions that will complement and support more local economic and transport plans produced by local authorities and Local Enterprise Partnerships (LEPs). The structure of the STP focuses on spatial corridors across the North, with modal sections (particularly road and rail), together with integrated and smart ticketing elements and is summarised below.
- 2.4 Seven **Corridors of Opportunity** are identified across the North and connecting to Scotland, Wales the Midlands and the South, four of which are multi-modal, two of which are rail based and one of which is road based. Each Corridor links important assets and economic centres in the North that are currently in need of improved connectivity. Investment will not be limited to these Corridors, but they represent where the largest gaps between demand and performance currently exist, and where the greatest economic potential is. These are shown on the plan at Appendix 1, and Greater Manchester is considered to be a key part of four of these Corridors:
- The Central Pennines (Multi Modal) Route B;
 - The Southern Pennines (Multi Modal) Route C;
 - The West and Wales (Multi Modal) Route D; and,
 - North West to Sheffield City Region (Rail) Route F.
- 2.5 In order to deliver the objectives for the corridors a series of specific modal initiatives are also referenced in the Plan. **Northern Powerhouse Rail (NPR)** is a key element of the STP and is probably the most important from the City's perspective. Alongside HS2 Phase 2 (linking Birmingham with Leeds and Manchester), it would transform rail travel across the North offering much faster, more frequent and more reliable rail links between the six main cities¹ and Manchester Airport, as well as other significant centres. The emerging Vision for NPR in the STP includes:
- A new line between Liverpool and the HS2 Manchester Spur via Warrington
 - Capacity at Piccadilly for around eight through services per hour
 - A new Trans Pennine rail line that connects Manchester and Leeds via Bradford

¹ Hull, Leeds, Liverpool, Manchester, Newcastle upon Tyne and Sheffield

- Significant upgrades along the corridor of the existing Hope Valley line between Sheffield and Manchester via Stockport
- Leeds to Sheffield delivered through HS2 Phase 2B and upgrading the route from Sheffield
- Leeds to Newcastle via HS2 junction and upgrades to the East Coast Mainline
- Significant upgrades to existing line from Leeds to Hull (via Selby) and Sheffield to Hull (via Doncaster)

NPR is subject to further scheme development. TfN and the DfT will complete a Strategic Outline Business Case by the end of 2018. A key issue is ensuring effective planning for NPR in parallel with the development of HS2, particularly the interfaces at Piccadilly Station and the proposed Airport HS2 Station.

- 2.6 Alongside, and complementary to NPR, is a **Long Term Rail Strategy** which is trailed in the Plan and which will seek to integrate NPR and HS2 with the existing rail infrastructure. A key objective will be to ensure good connectivity and to meet the capacity, frequency, reliability and resilience needs of both passenger and freight customers, whilst minimising costs and contributing towards broader initiatives such as tackling climate change.
- 2.7 A **Major Road Network** has been identified across the North in the STP, linking together current and future economic locations and comprising the HE Strategic Road Network and parts of the Local Transport Authorities' roads – around 7% of the roads across the North. Three strategic studies have been progressed of which two, the Manchester North West Quadrant Study (MNWQS) and the Trans Pennine Tunnel Strategic Study (TPTSS) are directly relevant to Manchester. These studies are amongst those that have informed the work on the Main Road Network. The work to date has shown that there is a strong strategic case for the MNWQS, which looks at potential infrastructure improvements to address poor journey times, congestion and air pollution on the motorway between Junction 18 (Simister) and Junction 8 (Carrington), including the links between the M60 and the M66 (to Bury), the M61 (to Bolton and the M6), the M62 (to Warrington and the M6) and M602 (to the City Centre), but a more cost effective option is needed for the TPTSS than has so far been developed, in order to link Manchester and Sheffield, potentially involving the partial tunnelling of the A628 beneath the Peak District.
- 2.8 An **Integrated and Smart Travel** system for public transport across the North is proposed, to improve connectivity, support economic growth and make travel by rail, bus and light rail simple, attractive and convenient. The intention as set out in the Plan is to deliver this by January 2022. By this time the intention is that smart ticketing will have been delivered, queuing times will have been reduced; enhanced real time service information will have been provided, alongside journey planning tools; and, a simplified pricing structure will have been delivered.
- 2.9 The emerging capital investment programme to 2050 contained in the STP is estimated by TfN to be an additional £21-27 billion for the 30-year period (around £700-£900 million per year) over and above the existing level of

investment, making a total investment programme of £60-70 billion. The STP will be refined in light of comments made during the consultation period, before being adopted after April 2018; it will then be reviewed in 2020 and thereafter every five years. Alignment between the STP and the Local Transport Plans across the North, particularly the five – yearly Delivery Plans, will be important.

3.0 Key Issues - Outline of Manchester City council's Proposed Response

Support a Northern Vision for Transport Improvements

- 3.1 The North of England is a large and diverse area. The STP aims to deliver a step change in investment in transport infrastructure to enable the potential of the region to be more fully realised and to make the region function better together economically by improving transport infrastructure, whilst recognising that transport is only one element that is currently constraining the North's productivity compared to the rest of the country. The work of TfN has had considerable input from MCC and the GMCA, which is one of the 19 constituent authorities comprising TfN. The STP sets out a compelling vision for a transformed transport system across the North of England, and it is suggested that the Council should warmly welcome the publication of the draft document. The need for a step change in the level of transport investment in the North is clear, and the STP has a vital role to ensure that this message is understood within Central Government. The document contains a number of key proposals that would be of significant benefit to Manchester, including plans to improve rail connectivity with Liverpool, Leeds / Bradford, and Sheffield and proposals to improve road connectivity with Sheffield and to the North West of GM as part of 4 of the 7 strategic Corridors covering the North.

Importance of the North's Cities - Driving Economic Growth across the North

- 3.2 The proposals within the seven strategic corridors emphasise the importance of improved city-to-city links, through which transport investment can foster agglomeration, raise productivity and bolster the economy across the North. This is a vital aspect of the Northern Powerhouse. It is important to understand that focused investment in the transport network can have wide-reaching benefits. The cities of the North must be the priority for such investment, and Manchester's has a key role at the fulcrum of this network. The Transport Strategy for the North identifies the benefits that accrue from transport investment. The scale of these benefits is a key factor in Government decisions around where resources should be focused, and the strategy therefore should recognise that improvements to cities, and in city-to-city connectivity, are likely to provide the greatest economic benefit and therefore the best overall return on public investment in transport.
- 3.3 Within the City Centre, a specific opportunity is the development around Piccadilly to accommodate HS2 and Northern Powerhouse Rail. This is a once in a century opportunity for Greater Manchester and the North. Manchester Piccadilly represents one of the biggest development opportunities in the UK,

- and has the potential to make a significant impact on both the growth of the city centre and the city, but also the national economy.
- 3.4 The introduction of HS2 and NPR services, combined with the right kind of investment, could make Manchester Piccadilly one of the best connected and productive locations in the North of England.
 - 3.5 The new investment proposed is estimated to bring 40,000 new jobs, 13,000 new homes and 820,000 square metres of new commercial development in the area surrounding Piccadilly, with further benefits occurring beyond the immediate surroundings. The area is expected to be attractive to key growth industries, such as financial and professional services, digital and creative industries, and education, research and health innovation businesses.
 - 3.6 The ambition for Manchester Piccadilly is set out in the 2018 Manchester Piccadilly Strategic Regeneration Framework (SRF), which outlines the once in-a-century opportunity to transform the eastern side of the city centre and create a world class transport hub at its heart.
 - 3.7 Manchester City Council, TfGM and partners have prepared an HS2 Growth Strategy for Manchester Piccadilly and Manchester Airport, to ensure that Greater Manchester is best placed to maximise the benefits offered by HS2 and NPR.
 - 3.8 The improved transport connectivity HS2 and NPR provide would spread benefits throughout the North. The Council is clear that the investment in HS2 needs to take account of the NPR opportunity, and the STP must be clear on this point, also.
 - 3.9 Essential to the proposals from the Council and its Greater Manchester partners at Manchester Piccadilly is a fully integrated station, accommodating all transport modes, fit for the long term and explicitly designed to maximise productivity and growth. This means recognising its role as the gateway to the immediate Piccadilly area, the regional centre, and the wider city region, in a similar way to the gateway that HS1 has made at London St Pancras.
 - 3.10 This requires the coordination of all the proposed investments at the station (HS2, NPR, Metrolink and the Northern Hub), in order to reduce the overall construction timescales, avoid an extended period of blight, reduce the overall cost, and encourage investor confidence in the area. This needs to make early provision for the touchpoints needed between HS2 and NPR, recognising the differences in the timescales for the HS2 and NPR programmes.
 - 3.11 Our preferred solution for NPR, being developed with Transport for the North, is for an underground NPR station. This provides not only a fully integrated station, capable of accommodating the NPR network vision set out in the Northern Transport Strategy for at least 8 NPR services per hour, but does not adversely impact on the available development land outside of the station.

- 3.12 A range of NPR Station options have been produced by TfN and DfT to test the viability, deliverability and impact on Piccadilly itself, the proposals to deliver HS2 and on the wider city centre in terms of blight. Alternative options include siting an NPR station next to the HS2 station, affecting the amount of developable land, and therefore the commercial and residential opportunities within the Piccadilly Central area.
- 3.13 In combination with other interventions, this could enable through services from Liverpool and Manchester Airport to travel through to Leeds and the North East. , although a surface ‘turn-back’ station alternative is also mooted. It will therefore be essential that the City Council responds robustly to the current consultation, both individually and in collaboration with the other GM districts / GMCA, to ensure that the final plan includes provision for the optimal solution that fully supports the regeneration objectives set out in the Manchester Piccadilly Strategic Regeneration Framework
Manchester Airport - International Gateway to the North
- 3.14 Manchester Airport is a priority within the STP, recognised as the North’s primary international gateway. This is something that the Council strongly supports. The STP explains the importance of improving the connectivity of the airport, including through the effective integration of the Airport HS2 station. Again, these are aims with which the Council agrees. Provision of an **integrated airport station**, with seamless connections between domestic and international travel, is critical in supporting the growing connectivity provided by the Airport, and the surrounding development opportunities. The vision for the airport station, set out in the Greater Manchester Growth Strategy, fully integrates all transport modes, providing a convenient interchange between HS2, NPR and Metrolink, and in particular proposes a connection between the station and airport terminal via Metrolink. It also identifies suggested highway improvement schemes to enhance access and proposes potential areas for development. As with Piccadilly station, it will be important to ensure that development and regeneration of the area around the station is coordinated with the construction activities for HS2, NPR and Metrolink.
- 3.15 It will be essential that there are parallel improvements to the local public transport network around the airport to achieve stated mode split targets. The STP therefore needs to recognise the existing transport challenges associated with the growth of the airport. The Manchester Core Strategy plans for growth at the airport to accommodate 35 million passengers per year by 2035, and current growth trajectories suggest this is a conservative target. Alongside this operational expansion, commercial opportunities through Airport City will lead to even greater demand for access to and from the airport. This growth is placing particularly significant pressure on the M56 and M60 motorways in this location, and the STP should identify a need to identify and deliver solutions for catering for this increased demand through this corridor to both enable airport growth and ensure the wider road network continues to function effectively.

The Need for Strategic Focus

- 3.16 The key proposals within the STP are still at a relatively early stage and are not currently fully funded. Furthermore, the broad spatial scope covers three regions and identifies the need for enhanced investment across the north. Manchester's links to the other large urban areas in the North, and beyond, will be key to driving forward the sustainable growth of the City Region. TfN operates as an advocacy body, and its effectiveness will depend on the strength and clarity of its case. To ensure that the proposals supported through the STP are given greatest weight by Central Government, TfN should aim to present clear strategic prioritisation. Through this, investment that is most likely to drive overall economic growth, which would focus on cities, needs to continue to be emphasised in the final document.
- 3.17 Clearly, a full range of measures across different fields will be needed to address the productivity constraints identified in the NPIER, and it is important for potential transport interventions to be developed with regard to the economic and broader social context of the North as well as its future development plans. TfN will need to continue to work closely with the Northern Powerhouse Partnership and other bodies but its own remit should remain strategic transport matters, with local transport and social and economic issues better addressed by local authorities or others whose function this is.

4.0 Conclusion and proposed consultation response

- 4.1 It is suggested that the Council should warmly welcome the publication of the STP which contains much that the Council would support, in particular the opportunity it affords to address pan-northern transport infrastructure issues as part of a range of measures to improve economic productivity and boost growth. The compelling vision for a step-change in transport investment across the north over the next thirty years or so needs to continue to develop traction and the Plan is an important document in this regard and will help to address decades of past underinvestment.
- 4.2 Enhancing capacity, reducing journey times and improving reliability for journeys between the key drivers of the northern economy – the major cities and the two key international gateways of Manchester Airport and the Port of Liverpool – will provide a major boost and are to be welcomed. TfN and other regional partners will need to continue to advocate the case for investment to the Government and the STP will ultimately be judged on whether more and better infrastructure will be delivered than would otherwise have been the case.
- 4.3 It is recommended that the Council's formal response to the document should be based on the content of this report and that the committee should delegate responsibility for approving the final version to the Chief Executive, Strategic Director (Development) and the Deputy Chief Executive (Growth & Neighbourhoods) in consultation with the Leader and the Executive Member for the Environment. It is also intended that the Northern Core Cities seek to develop a common response, alongside the Council's and GMCA's, and

officers are discussing this with their counterparts in the other northern Core Cities.

Appendix 1 – STP Strategic Corridors

