

**Manchester City Council  
Report for Information**

**Report to:** Economy Scrutiny Committee – 11 March 2021

**Subject:** Greater Manchester Transport Strategy 2040 & City Centre Transport Strategy to 2040

**Report of:** Director of City Centre Growth & Infrastructure

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**Summary**

This report updates Economy Scrutiny Committee Members on the refreshed Greater Manchester Transport Strategy 2040, and accompanying Five-Year Delivery Plan and Local Implementation Plans, and the City Centre Transport to 2040. The refreshed GM 2040 Strategy was approved by the Executive and Greater Manchester Combined Authority (GMCA) and published in January 2021. The City Centre Transport Strategy is due to be submitted for approval to Executive on 17 March 2021, as well as to Salford City Council on 22 March and the GMCA on 26 March.

**Recommendations**

The Economy Scrutiny Committee is recommended to:

1. Note the refreshed Greater Manchester Transport Strategy 2040, the final Our Five Year Transport Delivery Plan (2021-2026) and Local Implementation Plan for Manchester.
  2. Note the final draft of the City Centre Transport Strategy to 2040.
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**Wards Affected: All**

**Environmental Impact Assessment** - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

The Greater Manchester Transport Strategy 2040 and its accompanying documents will contribute to the zero-carbon agenda through the delivery of the right mix approach that seeks to increase the share of journeys undertaken by means of cycling, walking and public transport.

The revised City Centre Transport Strategy will set the strategic framework for how people will travel into and out of the city centre and how they will move within the city centre. It will set out proposals to further enhance the city's public transport network and reduce car based trips over the longer term period, leading to the overall share of public transport, cycling and walking trips increasing as the preferred modes of travel. This will contribute to the city's and Greater Manchester's zero-carbon targets by increasing non-motorised trips and increasing the usage of public transport. The

proposals will aim to reduce emissions and improve air quality on some of the currently most heavily polluted streets in the city centre.

Our Manchester Strategy outcomes	Contribution to the strategy
<p>A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities</p>	<p>The Greater Manchester Transport Strategy 2040 and its accompanying documents seek to deliver a vision for 'World class connections that support long-term, sustainable economic growth and access to opportunity for all'.</p> <p>The provision of high-quality transport services is vital to deliver the diverse and distinctive economy ensuring connections and opportunities for residents and businesses across the city.</p> <p>The updated City Centre Transport Strategy will need to provide the capacity needed to underpin growth and support the creation of new jobs in the city. Investment in city centre streets and the city's transport functions will support growth of the economy, contribute to economic recovery, and maximise the competitiveness of the city.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>The Greater Manchester Transport Strategy 2040 and its accompanying documents seek to deliver a vision for 'World class connections that support long-term, sustainable economic growth and access to opportunity for all'.</p> <p>Transport connections across the city and to the city centre will help to provide a key means for residents and businesses in the city to access new job opportunities and increase the skills level.</p>

<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>Transport connections across the city will help to provide a key means for residents and businesses in the city to improve their economic and social well-being.</p> <p>Improving connections supports inclusive development and employment growth.</p> <p>A fully inclusive and accessible city centre are key aims of the City Centre Transport Strategy.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The Greater Manchester Transport Strategy 2040 specifically identifies the need to meet a zero-carbon target by 2038 at the latest.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The Greater Manchester Transport Strategy 2040 and its accompanying documents seek to deliver a vision for ‘World class connections that support long-term, sustainable economic growth and access to opportunity for all’.</p> <p>Efficient, high quality transport systems, coupled with a strong sense of place, will ensure Manchester continues to be a highly attractive and enjoyable visitor destination, and continues to appeal to a diverse range of people living and working in the city.</p> <p>Proposals to reduce congestion and improve air quality within the strategies will help achieve a cleaner and greener city. Improved freight and public transport, and a reduction in car based trips contributes towards Manchester’s ambition to be a zero carbon city by 2038 at the latest.</p>

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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### **Financial Consequences – Revenue**

The Local Implementation Plan identifies potential priorities for investment which are

either already identified in terms of committed budget or in the case where additional budget is required, the relevant business and financial case will be made at the appropriate time. The City Council provides revenue funding to help support the planning, running and subsidising of transport services in the city centre.

### **Financial Consequences – Capital**

The Local Implementation Plan and City Centre Transport Strategy identifies potential priorities for investment, which are either already identified in terms of committed budget, or where additional budget is required, the relevant business and financial case will be made at the appropriate time.

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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.

- Transport Strategy for Manchester City Centre 2010
- Report to Executive 28 July 2010 Consultation on Transport Strategy for Manchester City Centre
- Report to Economy Scrutiny Committee 6 February 2019 Greater Manchester Transport Strategy 2040: Draft Delivery Plan (2021–2026)
- Report to Economy Scrutiny Committee 6 February 2019 City Centre Transport Strategy – Feedback from the Responses to the Conversation held in Autumn 2018

- Greater Manchester's Plan for Homes, Jobs, and the Environment (Greater Manchester Spatial Framework Draft 2019)
- Greater Manchester HS2 and NPR Growth Strategy: The Stops are Just the Start 2018
- Manchester City Centre Strategic Plan (2015-2018)
- Greater Manchester Congestion Deal 2018
- Greater Manchester Clean Air Plan Outline Business Case 2019
- Manchester Climate Change Strategy (2017-2050)
- Manchester Climate Change Action Plan (2016-2020)
- Report to Economy Scrutiny Committee 10 October 2019 and to Executive 16 October 2019 Revised City Centre Transport Strategy
- Report to Executive 12 February 2020 - City Centre Transport Strategy Engagement Outcomes
- Report to Executive 12 February 2021 - City Centre Transport Strategy Consultation Outcomes
- Powering Recovery: Manchester's Economic Recovery & Investment Plan
- Final City Centre Transport Strategy to 2040 Summary Document

## **1.0 Introduction**

- 1.1 Alongside work to prepare a refreshed Greater Manchester Strategy (GMS) and the next version of the developing Joint Development Plan “Places for Everyone”, Transport for Greater Manchester (TfGM) has been working with the GMCA, the ten Greater Manchester councils and the Greater Manchester Mayor to prepare new, and updated, transport strategy documents that cover our entire city-region.
- 1.2 This work includes a refreshed version of the long-term, statutory local transport plan - the Greater Manchester Transport Strategy 2040 (Appendix 1); and a final version of Our Five Year Transport Delivery Plan (2021-2026) (Appendix 2) which sets out the practical actions planned to deliver the strategy over the next five years. In addition, ten new Local Implementation Plans have also been prepared (one for each Greater Manchester council). The draft Manchester Local Implementation Plan is appended to this report (included with Appendix 2).
- 1.3 Economy Scrutiny Committee has received previous reports, informing Members of work being done by Manchester City Council, Salford City Council and Transport for Greater Manchester (TfGM) to revise the *2010 Transport Strategy for Manchester City Centre*, in order to support the ongoing growth of the city centre, and to respond to changes in the policy context and the current environmental context, in particular, the target to become a zero carbon city by 2038.
- 1.4 The revised strategy is based on significant engagement and consultation. Within the framework of the GM 2040 Transport Strategy, it provides a framework for key transport policies and interventions for future delivery, in both the shorter and longer term, leading up to 2040, covering all modes of transport used to travel to, from and around the city centre.
- 1.5 The final draft City Centre Transport Strategy (CCTS) to 2040 is appended to this report (Appendix 3). Please note that some final changes are being made to the document and it will be sent with the supplementary agenda.

## **2.0 Greater Manchester Transport Strategy 2040 (Appendix 1)**

- 2.1 First published in February 2017 by Transport for Greater Manchester (TfGM), on behalf of the Greater Manchester Combined Authority (GMCA) and Greater Manchester Local Enterprise Partnership (LEP), the Greater Manchester Transport Strategy 2040 (hereafter referred to as the “2040 Transport Strategy”) is the city-region’s statutory transport plan. Over three years after the strategy was first published, its 2040 vision - for Greater Manchester to have ‘World class connections that support long-term, sustainable economic growth and access to opportunity for all’ - remains highly relevant. The steps that need to be taken to achieve this vision have evolved significantly, however.
- 2.2 The initial version of the 2040 Transport Strategy made clear that we would

'review our strategy on a regular basis to respond to changing trends and new opportunities and priorities'. The strategy has therefore undergone a 'light touch' policy refresh to reflect work undertaken, and the changed context, since 2017.

- 2.3 In particular, the refreshed 2040 Transport Strategy will include reference to: the "Right-Mix" ambition for at least 50% of all journeys to be made by active travel and public transport by 2040; details of the GM Mayor's 'Our Network' plan to create an integrated, modern and accessible transport network; an increased emphasis on the importance of cycling and walking; the climate emergency declared by GMCA and all ten councils; and the development of the GM Clean Air Plan.
- 2.4 The document has also been updated to reflect the contemporary devolution agenda, including publication of the Bus Reform business case and GM Rail Prospectus; ongoing work to develop our 2040 sub-strategies including: Streets for All, City Centre Transport Strategy, Local Bus Strategy, Rapid Transit Strategy, Freight Strategy; and further development of the Greater Manchester Spatial Framework, including the growing emphasis placed on regenerating town centres. The refreshed 2040 Transport Strategy was published in January 2021.

### **Our Five-Year Transport Delivery Plan (Appendix 2)**

- 2.5 The long-term approach to planning our transport network, set out in the 2040 Transport Strategy, is underpinned by a series of five-year Delivery Plans. The first Delivery Plan (2016-2017 to 2021-2022) was published in 2017, alongside the 2040 Transport Strategy.
- 2.6 An updated, draft Delivery Plan was published for consultation – alongside the first version of the GMSF - in January 2019. A final version of this document has now been prepared.
- 2.7 Our Five-Year Transport Delivery Plan (2021-2026) sets out the practical actions planned, over the next 5 years, to deliver the 2040 Transport Strategy and achieve the transport ambitions of the GMCA and the Mayor, in parallel with the development of Places for Everyone. Together, these documents offer an integrated approach to transport and land use planning, by identifying the strategic transport interventions required to deliver the scale of growth set out in the GMSF.
- 2.8 The Delivery Plan also helps to inform the continued development of the Greater Manchester Infrastructure Programme (GMIP). It provides details of GM's updated transport asks of government when it comes to funding, powers and functions.
- 2.9 Our Five-Year Transport Delivery Plan supports the implementation of "Our Network", a ten-year plan to create an integrated, modern and accessible transport network for Greater Manchester. It brings together different modes of public transport - bus, tram, rail, tram-train - and cycling and walking - in an

integrated, easy-to-use system with seamless connections, and simplified ticketing and fares. The Delivery Plan document also provides updates on Clean Air Plan proposals; Streets for All scheme delivery; the Bee Network and measures to support bus and rail reform. Our Five-Year Transport Delivery Plan (2021-2026) was published along with the GM 2040 Strategy in January 2021.

### **Local Implementation Plans**

- 2.10 Our Five Year Transport Delivery Plan (2021-2026) is supported by ten Local Implementation Plans (LIPs) covering the period 2020 to 2025. Each of the ten councils that make up Greater Manchester has its own LIP. The latest version of the Manchester LIP is attached as part of appendix 2. The LIPs are designed to:
- Complement the 2040 Transport Strategy and Our Five Year Transport Delivery Plan (2021-2026), providing details of how their outcomes will be achieved locally in each council area, focusing particularly on supporting local trips within neighbourhoods and to local centres;
  - Support wider GM and council strategy and policy documents (e.g. Local Plans, town centre masterplans, GM Clean Air Plan, GMSF); and
  - Summarise key local transport issues and opportunities in each local authority, providing an added layer of local detail that is not provided in the 2040 Transport Strategy document.
- 2.11 It is also hoped that the LIPs will enable us to better articulate the local transport and minor works interventions that need to be delivered or developed in the short term, to support Right-Mix and Carbon Reduction targets. They are also helpful when it comes to setting out a programme of priority local transport and minor works interventions for the next five years and will help to provide a basis against which future local transport and minor works funding is allocated for local delivery.
- 2.12 The LIPs will be included in an appendix to the final version of Our Five Year Transport Delivery Plan (2021-2026). They will be 'live' documents for a period of time and will be updated as councils develop and publish transport plans and strategies, or as new schemes are developed or delivered.
- 2.13 A key matter to appreciate is that a significant level of investment for Manchester is already identified in the Delivery Plan discussed above. The Manchester LIP, therefore, focuses particularly on more local neighbourhood and district centre priorities to be prioritised for delivery in the period to 2025.
- 2.14 The transport interventions and initiatives set out in this Delivery Plan should be seen as more than just measures to make it easier to move around the city. By enabling walking and cycling to become the most convenient positive choice for shorter trips, we hope to improve our air quality, make our district centres and neighbourhoods more attractive, prosperous places and make Manchester a more pleasant, greener, people-friendly place to live. The neighbourhoods of the most successful cities of the 2020s and beyond will be

focused not on the private car but on walkable, breathable streets, green spaces and sufficient footfall and population to support a diverse range of shops, culture and other aspects of daily life. This Delivery Plan aims to set the context for investment priorities to achieve these goals.

### 3.0 City Centre Transport Strategy to 2040 (Appendix 3 – to follow with supplementary agenda)

3.1 The final draft CCTS, attached at Appendix 3, provides the framework for key transport policies and interventions for future delivery, in both the shorter and longer term, leading up to 2040, covering all modes of transport used to move to, from and around the city centre. Some final changes are being made to the strategy, which will then be submitted to Executive for approval on 17<sup>th</sup> March 2021.

3.2 The revised CCTS responds to comprehensive engagement with local residents, businesses and organisations over the last two years. As reported to previous meetings, this engagement has included:

- A conversation on the City Centre Transport Strategy (CCTS) in the autumn of 2018, which received 3,700 responses. The engagement exercise was undertaken to listen to the views of residents, businesses, workers and others who use the city centre, on the emerging proposals and to further define the key principles.
- An engagement and co-design exercise with stakeholders on the proposals in the revised CCTS through a series of workshops during December 2019 and early January 2020. These workshops were attended by 52 individuals and representatives of stakeholder groups and organisations.
- A full formal public consultation exercise held between 23 September to 4 November 2020. This consultation received 2,426 online responses, as well as 24 direct email responses. The responses showed high levels of overall support for the proposals within the draft strategy, with some specific points of comment and concern which have informed the final version of the strategy.

3.3 Given the high level of support received from the consultation for the overall strategy, the **vision** for the revised CCTS remains for “a well-connected, zero carbon city centre at the heart of the North, offering our residents, employees and visitors a great place to work, live and visit”.

3.4 Similarly the **central aim** for 90% of all trips to the city centre to be made by foot (including people using wheelchairs and with guide dogs), by cycle or using public transport by 2040 in the morning peak remains, as do the **seven core ambitions**, which are:

1. Walking (including people using wheelchairs) is the main way of getting around the city centre

2. The city centre is cleaner and less congested
3. More people choose to cycle to destinations within the city centre
4. The city centre benefits from better public transport connections
5. Parking in the city centre is smarter and integrated with other modes
6. Goods are moved and delivered sustainably and efficiently into and within the city centre
7. Innovation is embraced where it benefits the city centre and its users.

3.5 Changes made to the final CCTS document to reflect the issues raised during the consultation include the following:

- In response to a number of comments that were received about accessibility, the strategy has been reviewed to make explicit that accessibility for all and an age friendly city centre are key themes and aims of the strategy, and that each of the ambitions reflects this. The proposals have also been re-visited to ensure that it is clear that the design of any proposals will take into account accessibility and inclusion, and that the needs of all groups of users will be carefully balanced.
- Further emphasis has been given to the commitment to retaining appropriate levels of parking for disabled people.
- The need for easily accessible cycle storage facilities has been strengthened.
- Further emphasis is given to street maintenance, cleanliness and safety, and small-scale, short term improvements that can be made to footways to enhance the walking experience have been highlighted.
- Further emphasis has been given to the local benefits of HS2, and the need for local rail improvements to be made alongside larger national schemes. A statement has been included to highlight the work of the Manchester Recovery Task Force.
- The links to environmental strategies and targets has been made more explicit, emphasising the commitment to be a carbon neutral city by 2038.
- The latest position has also been updated on plans and strategies, such as
  - The draft Clean Air Plan, which has progressed since the strategy was drafted. References to exploring an Ultra Low Emission Zone have also been reiterated.
  - The city's and other district's Local Plans and the development of 'Places for Everyone'
  - Powering Recovery: Manchester's Economic Recovery and Investment Plan
  - A refreshed GM Transport Strategy 2040 and new Five Year Transport Delivery Plan, which were published in January 2021

3.6 In a number of cases, the views raised in response to the consultation will need to be considered in more detail as proposals are further developed. For example, concerns were highlighted about some of the bus proposals outlined in the city centre. We are committed to continuing to work with bus operators, users and other key stakeholders in the development of the proposed interventions and the timings for their implementation.

3.7 Similarly, there were a number of responses which requested an increase in

car free streets and spaces, improvements to public space, and for cars to be removed entirely from the city centre. Improvements to, and increasing, space for pedestrians (including people in wheelchairs and with guide dogs) is a key part of the strategy. Further feasibility work will be developed to seek to increase further car-free space where appropriate (which could be temporary or at certain times). However, this will need to be done in parallel to improvements to public transport and active travel options, to give people a real alternative to travelling by car. In developing any options, recognition will be given to the continued need for some people to access the city centre by car, including disabled people and people who cannot walk for long distances, and for deliveries/access to buildings. Security considerations from the removal of traffic to areas will also need to be taken into account.

- 3.8 It is proposed that the final strategy will be published following consideration by the Executive, Salford City Council and the Greater Manchester Combined Authority, which will be complete by the end of March. The final CCTS will be made available on the Council's website, as well as those of TfGM and Salford Council. It will be used to guide transport and connectivity improvements to and within the city centre, in line with the overall 2040 Transport Strategy.
- 3.9 Ongoing engagement on specific proposals will be carried out as they develop, including with residents, bus operators and users, businesses, transport forums, and other stakeholders.
- 3.10 Our future transport interventions set out in the strategy focus on tackling climate change and reducing carbon, creating cleaner air, tackling social exclusion, supporting the health and economic recovery from the Covid-19 pandemic and helping to deliver the planned growth in the city centre. We are planning to focus on investing in walking (including people in wheelchairs and using guide dogs), cycling and public transport networks; better integrating our existing transport system; and developing major sustainable transport schemes for delivery in the medium and long term. The document will therefore provide the policy context for further projects as they are developed to support our ambitions for the city centre.

#### **4.0 Contributing to a Zero-Carbon City**

- 4.1 The Greater Manchester Transport Strategy 2040 and its accompanying documents will also contribute to the zero-carbon agenda through the delivery of the right mix approach that seeks to increase the share of journeys undertaken by means of cycling, walking and public transport.
- 4.2 The City Centre Transport Strategy sets out proposals to further enhance the city's public transport network and reduce car based trips over the longer term period, leading to the overall share of public transport, cycling and walking trips increasing as the preferred modes of travel. This will contribute to the city's and Greater Manchester's zero-carbon targets by increasing non-motorised trips and increasing the usage of public transport. The proposals will aim to reduce emissions and improve air quality on some of the currently most heavily polluted streets in the city centre.

## **5.0 Contributing to the Our Manchester Strategy**

### **(a) A thriving and sustainable city**

- 5.1 The Greater Manchester Transport Strategy 2040 and its accompanying documents seek to deliver a vision for 'World class connections that support long-term, sustainable economic growth and access to opportunity for all'.
- 5.2 The provision of high-quality transport services is vital to deliver the diverse and distinctive economy ensuring connections and opportunities for residents and businesses across the city.
- 5.3 The updated city centre transport strategy will need to provide the capacity needed to underpin growth and support the creation of new jobs in the city. Investment in city centre public space and the city's transport functions will support growth of the economy and maximise the competitiveness of the city centre.

### **(b) A highly skilled city**

- 5.4 The Greater Manchester Transport Strategy 2040 and its accompanying documents seek to deliver a vision for 'World class connections that support long-term, sustainable economic growth and access to opportunity for all'.
- 5.5 Transport connections across the city will help to provide a key means for residents and businesses in the city to access new job opportunities and increase the skills level.
- 5.6 The updated CCTS will support the delivery of projects that will create high quality employment opportunities in the city and will support growth in a range of key sectors of the economy. Improving infrastructure and unlocking regeneration opportunities will attract new investment, boosting the local economy and providing new jobs for Manchester residents. Improved public transport and walking and cycling routes to the city centre can help residents to access jobs and training opportunities located there.

### **(c) A progressive and equitable city**

- 5.7 Transport connections across the city will help to provide a key means for residents and businesses in the city to improve their economic and social well-being. Improving connections supports inclusive development and employment growth. A fully inclusive and accessible city centre are key aims of the CCTS.

### **(d) A liveable and low carbon city**

- 5.8 The Greater Manchester Transport Strategy 2040 and City Centre Transport Strategy both specifically identify the need to meet a zero-carbon target by 2038 at the latest. Efficient, transport systems coupled with a strong sense of place will ensure Manchester continues to be a highly attractive and enjoyable

visitor destination, and continues to appeal to a diverse range of people living and working in the city. Proposals to reduce congestion and improve air quality will help achieve a cleaner and greener city, which were highlighted by respondents as important issues. Improved freight and public transport, and a reduction in car based trips contributes towards Manchester's ambition to be a zero carbon city by 2038 at the latest.

#### **(e) A connected city**

- 5.9 The Greater Manchester Transport Strategy 2040 and its accompanying documents seek to deliver a vision for 'World class connections that support long-term, sustainable economic growth and access to opportunity for all'.

### **6.0 Key Policies and Considerations**

#### **(a) Equal Opportunities**

- 6.1 The Greater Manchester Transport Strategy 2040 and its accompanying documents, including the City Centre Transport Strategy, seek to contribute to the achievement of sustainable development, delivering economic, social and environmental benefits together in a mutually reinforcing way. The strategy seeks to increase equal opportunities through the delivery of an improved transport network that provides equitable access across the city. The strategy has been through an Integrated Assessment, which includes Equality and Diversity as part of the preparation process. World class infrastructure will attract international investment and promote a globally successful city. The strategy will deliver proposals to improve transport integration across Greater Manchester, making it easier for people getting into and moving around the city centre.

#### **(b) Risk Management**

- 6.2 The Greater Manchester Transport Strategy 2040 and City Centre Transport Strategy are being endorsed by Executive and the management of the strategy and its policies is led by Transport for Greater Manchester with final approval by the Greater Manchester Combined Authority. Any specific schemes that do come forward will go through the appropriate reporting and governance process to take full account of risks and reduce the risks involved.

#### **(c) Legal Considerations**

- 6.3 The Greater Manchester Transport Strategy 2040 Refresh and Our Five Year Delivery Plan (2020-2025) together will form the statutory Local Transport Plan for Greater Manchester.
- 6.4 The final CCTS will be presented to Salford City Council and the Greater Manchester Combined Authority for approval, as well as to the Executive as outlined in this report.