

**Manchester City Council
Report for Resolution**

Report to: Executive – 17 March 2021

Subject: Final City Centre Transport Strategy to 2040

Report of: Director of City Centre Growth and Infrastructure

Summary

This report presents the final City Centre Transport (CCTS) and seeks Members' endorsement of the final Strategy, which is attached at Appendix 1.

Recommendations

The Executive is recommended to:

1. Note the changes to the draft CCTS following the consultation;
 2. Review and agree the final CCTS document attached at Appendix 1 for publication, noting that the strategy is also subject to approval from Salford City Council and the Greater Manchester Combined Authority and could be subject to minor amendments during this process; and
 3. Delegate responsibility to the Director of City Centre Growth & Infrastructure, in discussion with officers from Salford City Council and Transport for Greater Manchester, to make any minor amendments to the final strategy resulting from feedback during the approvals process, prior to its publication.
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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 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 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 updated strategy 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.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The strategy responds to engagement with residents and stakeholders, which has taken place since 2018. The strategy will support the enhancement of the transport network serving the city centre, and through initiatives such as better ticketing. Improvements to the delivery of local bus services will open up opportunities for communities across the city. Improving city centre travel and connections to other places supports inclusive development and employment growth. A fully inclusive and accessible city centre are key aims of the strategy.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</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 centre. Proposals to reduce congestion and improve air quality will help achieve a cleaner and greener city, highlighted by respondents as an important issue. 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>

<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>Improvements to connectivity are central to the plans to refresh the strategy. 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.</p>
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Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The City Council provides revenue funding to help support the planning, running and subsidising of transport services in the city centre.

Financial Consequences – Capital

It is understood that capital funding to invest in transport infrastructure as proposed in the revised CCTS will be met from the Greater Manchester Combined Authority (GMCA) capital programme.

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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
- Greater Manchester Transport Strategy 2040
- Greater Manchester Transport Strategy 2040 Draft Delivery Plan (2020-2025)
- Report to Economy Scrutiny Committee 6 February 2019 Greater Manchester Transport Strategy 2040: Draft Delivery Plan (2020–2025)
- 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
- Final City Centre Transport Strategy to 2040 (attached at Appendix 1)

1.0 Introduction

- 1.1 The Executive 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.
- 1.2 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.
- 1.3 The final draft City Centre Transport Strategy (CCTS) to 2040 is appended to this report for Members' consideration and endorsement.

2.0 Consultation Process

- 2.1 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. The full outcomes of the consultation were reported to the Executive in February 2021, along with an approach to how they would be taken into account.

3.0 Final City Centre Transport Strategy to 2040

- 3.1 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”.

3.2 Similarly the **central aim** for 90% of all trips to the city centre to be made by foot (including people using wheelchairs, mobility scooters 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 and mobility scooters) 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.

3.3 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 Local Plan 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.

- 3.4 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.
- 3.5 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 wheel chairs, using mobility scooters and with guide dogs) is a key part of the strategy. Further feasibility work will be developed to seek to increase further pedestrian friendly 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 private 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.

4.0 Conclusion & Next Steps

- 4.1 The final draft CCTS, attached at Appendix 1, 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.
- 4.2 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 Strategy.
- 4.3 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.
- 4.4 Recommendations appear at the front of this report.

5.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 5.1 The updated city centre transport strategy aims 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

- 5.2 The updated strategy 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

- 5.3 The strategy will support the enhancement of the transport network serving the city centre, and through initiatives such as better ticketing. Improvements to the delivery of local bus services will open up opportunities for communities across the city. Improving city centre travel and connections to other places supports inclusive development and employment growth. A fully inclusive and accessible city centre are key aims of the strategy.

(d) A liveable and low carbon city

- 5.4 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 centre. Proposals to reduce congestion and improve air quality will help achieve a cleaner and greener city, highlighted by respondents as an important issue. 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

- 5.5 Improvements to connectivity are central to the strategy. 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.

6.0 Key Policies and Considerations

(a) Equal Opportunities

- 6.1 Proposals in the City Centre Transport Strategy are anticipated to support additional job opportunities available to local residents and improved transport connections to those opportunities. The final CCTS has been strengthened to ensure the objectives for a fully inclusive and accessible city centre are emphasised.

(b) Risk Management

6.2 Risks will be considered on a scheme by scheme basis.

(c) Legal Considerations

6.3 This report explains that ongoing engagement on specific proposals will be carried out with a variety of stakeholders as those proposals develop. Some of the proposals may have a legal requirement for consultation, as well as the need for other consents, approvals or legal processes. The requirements for each specific proposal will need to be carefully considered to ensure decisions relating to them are properly made.

6.4 The final CCTS will be published after the approvals process for Salford City Council and the Greater Manchester Combined Authority have concluded, and may be subject to minor amendments arising from those processes.