

**Manchester City Council
Report for Resolution**

Report to: Executive – 17 November 2021

Subject: Streets for All Strategy

Report of: Director of City Centre Growth and Infrastructure

Summary

This report provides an overview of the Streets for All Strategy, which forms a sub-strategy to the Greater Manchester Transport Strategy 2040, which was endorsed by the Executive on 9 December 2020.

Recommendations

The Executive is recommended to:

1. Review and comment on Greater Manchester’s Streets for All approach and the principles that will underpin the Streets for All Strategy, as set out in this report; and
 2. Endorse and adopt the Streets for All Strategy.
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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 documents support Manchester’s target for zero carbon by helping the decarbonisation of the transport system. Transport for Greater Manchester (TfGM) have undertaken a high-level, qualitative assessment of the potential benefits to carbon reduction of the Streets for All strategy, which is included below.

Carbon Assessment		
Overall Score	1	
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New Build Commercial/Industrial	N/A	

Transport	Result	Justification/Mitigation
Active travel and public transport	1	The Streets for All approach, as set out in the Strategy, is focussed on improving people's experiences of walking, cycling and using public transport, and supporting more people to travel in these ways more often.
Roads, Parking and Vehicle Access	1	The Streets for All Strategy is a policy document that outlines the need for improvements to active travel and public transport infrastructure overall - it is not concerned with specific routes. We will maintain the most direct routes for people walking, cycling, and using public transport in their neighbourhoods; other motorised vehicle journeys may be less direct. We will still allow access for residents, and for those vehicles needed for essential reasons such as disabled access and emergency services.
Access to amenities	1	A key area of focus, in the Streets for All Strategy, is reducing the distances people need to travel to work, healthcare, education, green spaces and leisure facilities by locating these conveniently closer to where people live or in accessible town and city centre locations. Shorter distances mean that more trips can easily be walked or cycled, and new developments can be designed to be easy and safe to access through active travel and public transport.
Vehicle procurement	N/A	
Land Use	Result	Justification/Mitigation
Land use	1	The Streets for All Strategy emphasises the importance of tree planting on streets, where appropriate, to make the environment more pleasant to encourage more people to walk and cycle as part of their daily routine and to spend more time outdoors. Trees also provide important wildlife habitats.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Improving the mobility and public space functions of our streets will increase footfall, support businesses, reduce traffic congestion, improve productivity, and enhance access to employment across Manchester and GM.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Improving our streets in key locations such as the city centre will enhance the amenity and appeal of Manchester as a world-class, vibrant city, helping to attract business and skilled talent.

A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Streets for All approach will put people at the centre and work to create inclusive, accessible, safe, attractive places that are welcoming for all members of our communities.
A liveable and low carbon city: a destination of choice to live, visit, work	The Streets for All Strategy, and projects to be delivered using its principles, will support Manchester's target for zero carbon by helping the decarbonisation of the transport system.
A connected city: world class infrastructure and connectivity to drive growth	The Streets for All approach will improve connectivity for various users of streets by prioritising different types of mobility on different streets as appropriate and supporting investment to improve infrastructure.

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

- Equal Opportunities Policy, including equality impact issues
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

There are no direct consequences for revenue finances for the Council resulting from the recommendations of this report. Any future revenue consequences will be considered as part of any future capital approvals.

Financial Consequences – Capital

There are no direct consequences for capital finances for the Council resulting from the recommendations of this report. As part of adopting this strategy any future projects will be considered as part of the existing capital approvals process. The Five-Year Transport Delivery Plan (2021-26) includes a funding summary statement which identifies broader financial matters for the GM Strategy 2040 - <https://tfgm.com/our-five-year-transport-delivery-plan>.

Contact Officers:

Name: Pat Bartoli
Position: Director of City Centre Growth and Infrastructure
Telephone: 0161 234 3329
E-mail: pat.bartoli@manchester.gov.uk

Name: Michael Marriott
Position: Head of Environment, Planning and Infrastructure
Telephone: 07931345719
E-mail: michael.marriott@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.

- GM Transport Strategy 2040 and Five-Year Transport Delivery Plan (2021-26) (endorsed by the Executive on 9 December 2020)

1.0. Introduction

- 1.1. Updated Greater Manchester Transport Strategy 2040 documents were endorsed by the Executive on 9 December 2020, and approved by GMCA in January 2021, including: a refreshed version of the long-term, statutory local transport plan (LTP) - the Greater Manchester Transport Strategy 2040; a final version of Our Five-Year Transport Delivery Plan (2021-2026); and ten new Local Implementation Plans (one for each Greater Manchester council).
- 1.2. To support the overarching LTP documents a suite of GM2040 sub-strategies is being developed which set out more detailed policies, principles and guidance on how GM intends to deliver the 2040 ambitions. These sub-strategies will be crucial in helping to ensure we are focusing our finite resources on appropriate measures to achieve our 2040 vision; delivering against consistently high standards to maximise the impact of our transport interventions; and to ensure we are creating a coherent transport network for the city and GM which is aligned with the 2040 Network principles (as set out in GM2040) and delivers Our Bee Network ambitions. These sub-strategies are at varying stages of development.
- 1.3. The Streets for All Strategy is well-aligned with national policy documents, including 'Gear Change: A bold vision for Cycling and Walking' (2020) in which Government outlines its ambition to create better streets for people walking and cycling, and 'Bus Back Better: A National Bus Strategy for England' (2021) in which Government asks all Local Transport Authorities to 'commit to significant improvements in traffic management, including bus priority measures and active travel measures'. In Greater Manchester, our Local Cycling and Walking Improvement Plan (LCWIP) 'Change a Region to Change a Nation' and upcoming Bus Service Improvement Plan (BSIP) sit alongside this Streets for All Strategy by setting out the overall aspirations for the active travel and bus components of the Bee Network. The Streets for All Strategy enables us to deliver our ambitions for walking, cycling and bus in a holistic way. The approach set out in Streets for All will also support our pathway to net zero transport, which is vital to the Government's 'Decarbonising Transport' plan, alongside our local plans to reduce carbon and improve air quality.
- 1.4. Streets for All is planned to be one of the first sub-strategies to be approved and adopted by GMCA. The Streets for All Strategy is appended to this report.

2.0. Streets for All

- 2.1. Streets for All is a new approach to everything we do on streets in Greater Manchester. Streets for All supports our place-based agenda as well as achieving our ambition for more travel by walking, cycling and public transport, which will help us to tackle our most pressing economic, environmental, quality of life and innovation challenges.
- 2.2. The ambition is to design more welcoming and greener streets which enable people to incorporate more physical activity into their daily lives; which have

clean air; which are accessible for those with mobility impairments, with nobody excluded; which are safe and secure for everyone; and which provide good access to public transport.

- 2.3. When published, the Streets for All Strategy will build on the policy direction set out in the Greater Manchester Transport Strategy 2040 and our Right Mix vision. It emphasises the importance of delivering active travel and public transport infrastructure and service improvements in a co-ordinated way and of supporting land use changes, which bring day to day services closer to where people live. Culture change around active and sustainable travel is also becoming more embedded across Greater Manchester, and this also forms a key part of the Streets for All Strategy.
- 2.4. Streets for All offers a long-term approach - rather than an overnight 'quick fix' - which will require changes over time to how streets are designed and managed. It will also involve changes to the role of some existing streets where, for example, place-making may be given greater emphasis than the movement of private vehicles. Political leadership will be required - alongside close dialogue with local communities – as we transition towards Streets for All across Greater Manchester, as part of our ambition for clean air and carbon neutrality, and our ongoing commitment to improving public health. However, it should be noted this will not involve wholesale change to all streets, rather this is about looking at the existing hierarchy and where there are opportunities to intervene, to make those interventions.
- 2.5. For us to achieve all these important ambitions, our city-region needs to be much easier to get around on foot, by cycle and using public transport, with streets which are more pleasant to spend time in. The purpose of Streets for All is to set out Greater Manchester's progressive approach to making this happen, by putting people first as we shape and manage our streets.
- 2.6. Whilst we do not expect our Streets for All vision to change significantly over time, we will need to evolve our approach to delivering Streets for All as we work with local communities to implement it on different streets in different parts of GM. Hence, we will review the success of and, if appropriate, refresh the Streets for All Strategy and supporting design guidance a year after publishing, to make sure we are staying on track to achieve our goal of creating streets that are welcoming, green, and safe spaces for all people. This will allow the Streets for All approach to be flexible, allowing testing and adaptation for local conditions and allow any appropriate consultations by GM local authorities.

Streets for All Essential Values

- 2.7. As shown in the graphic below, Streets for All will be guided by 7 'Essentials' which are for us – GMCA, 10 Greater Manchester Local Authorities and TfGM - to deliver in partnership with residents, businesses, transport operators, the NHS, emergency services - all working together and doing our bit.



2.8. Our 7 Streets for All 'Essentials' are our priorities and our promise that support our people centred approach to streets across Greater Manchester.

The Streets for All approach

2.9. The Covid-19 pandemic has brought the quality of our streets into sharp focus. People are spending more time in their local areas and high streets, and recognise the value of having safe places to walk and cycle and to spend time in. Our residential streets are starting to a greater extent becoming more like community spaces as people have been interacting more. There is greater emphasis on the need to improve streets in their local neighbourhoods and town centres to support better health, wellbeing, and economic vitality.

2.10. The Streets for All approach involves working at three levels (1. Spatial Planning; 2. Network Planning; and 3. Street Design & Management) to ensure that Greater Manchester's roads can transition to Streets for All.

2.11. Central to this approach is reducing the distances people need to travel to reach everyday destinations such as work, healthcare, education, green spaces, and leisure facilities. Shorter distances mean more trips that can easily be walked or cycled, and new developments can be designed to be easy and safe to access on foot, by cycle and using public transport. The 15-minute neighbourhood concept, whereby in urban areas residents can meet most of their needs within a short walk, cycle, or public transport journey, is an example of this.

- 2.12. Our streets have a variety of functions and a key objective of Streets for All is to ensure the right movement is happening on the right street. The strategy identifies five different street typologies, based on their role for moving vehicles vs. place-making. Some streets are 'Destination Places' or 'Active Neighbourhoods'; which should be designed for limited levels of slow-moving through traffic – we need to make sure these kinds of streets have less traffic to make them safer and easier places to live and spend time in, where it is easy to access local facilities on foot or by cycle. Our ambition for 'High Streets' should be well served by public transport and active travel, as well as having good provision for access and servicing.
- 2.13. As well as moving general traffic, it is also important that 'Connector Roads' are designed to give good priority to buses so that they offer a reliable and attractive service for bus users (and with good walking provision, so that bus passengers can access them safely on foot). Connector roads are also important for service and delivery vehicles accessing our city and town centres. Strategic Roads should be carrying larger vehicles on longer journeys to ensure that the impacts of motorised traffic on local streets are minimised.



- 2.14. A major benefit of this Streets for All approach is that it will help lessen conflicts between different transport users against one another (e.g. drivers vs. cyclists; bus users vs. pedestrians) and instead starts with a consideration of all people and places and then considers what sorts of movement need to be facilitated within a broad corridor or across a local area. It also helps us to take a more strategic and integrated view of the transport networks we are delivering (including walking and cycling, bus, freight and general traffic), and makes sure we provide the right quality and capacity of transport and infrastructure to meet those needs. It also doesn't require ring-fenced funding pots for different transport modes: for example, within a single Streets for All scheme, we can design the right facilities for public realm, walking and cycling, buses, and general traffic. However, it will also allow flexibility and streets will be designed to suit their local conditions.

2.15. We are delivering elements of the Streets for All approach through a number of transport projects as we believe that these will make things better for people travelling in our local neighbourhoods, towns, and cities. Other key actions we will undertake to create Streets for All include:

- developing Traffic Reduction Plans as part of refreshed Local Implementation Plans;
- preparing and adopting a Road Danger Reduction Plan for Greater Manchester;
- developing a Greater Manchester Streets for All Design Guide;
- progressing and delivering Streets for All redesign projects as part of our capital investment programme outlined in Our Five-Year Transport Delivery Plan (2021-26);
- building 500 miles of new Active Travel networks across Greater Manchester by 2024, working with local communities to make sure we are putting them in the right places;
- designing our streets to support Quality Bus Transit services that make public transport a safe and attractive travel option, through bus priority, improved waiting facilities and better access to bus stops, as part of our Bus Service Improvement Plan.

2.16. We are clear about the need to review and report progress on these different elements of Streets for All, as we aim to deliver our overall transport vision for the people of Greater Manchester. We commit to keeping the Streets for All strategy and policies under regular review to ensure they meet the needs of the people of Greater Manchester. This will include making sure we can tailor the Streets for All approach to local community needs, and that Streets for All schemes are working well and deliver

3.0. Implications for Manchester

3.1. Encouraging and providing high quality public realm and sustainable, connected transport infrastructure is fundamental to Manchester City Council's approach to managing our streets and delivering on our strategic objectives for the city including: creating a strong and vibrant city economy, and supporting access to local businesses; creating liveable, inclusive, accessible places; creating a highly connected and performing transport network to connect people with jobs, services and amenities across the city and region; and prioritising investment to encourage shift to sustainable transport modes.

3.2. Improving streets in this way is particularly important for the regional centre and Manchester city centre, as the economic, transportation and cultural hub of Greater Manchester and major residential growth area. This ambition for better streets is reflected in key policy documents such as our City Centre Transport Strategy. Through working with partners in GM and the government, we will continue to advocate for the investment in our streets, transport infrastructure and public realm which will be essential to achieve this ambition.

- 3.3. The Council is already applying a Streets for All approach as we plan for and deliver key sustainable transport infrastructure projects across Manchester, including:
- around £30m of investment active travel schemes being delivered including Chorlton to Manchester Cycleway, Northern Quarter (Piccadilly to Victoria) Scheme, Victoria Northern Eastern Gateway, Rochdale Canal scheme, Levenshulme & Burnage Filtered Neighbourhood, Fallowfield Loop and Yellow Brick Road (Manchester Cycleway), the City Centre Triangle (including Fountain Street-High Street), and Alan Turing Way;
 - transforming Deansgate into a car-free, multi-modal corridor that cements it as key destination for the city, with high-quality public space, prioritising walking, cycling and public transport;
 - developing a programme of interventions on key corridors into the city centre, to improve highway infrastructure to ensure that the city can continue to be an attractive place to invest and live and to ensure that transport will not become a barrier to growth;
 - prioritising highway maintenance on local streets to ensure they are safe and accessible and to encourage active travel in local neighbourhoods.
- 3.4. As well investment in physical infrastructure, achieving the Streets for All vision to make streets safe, comfortable, accessible, welcoming and with reliable public transport (such as bus priority) will also require an increased focus and exploring opportunities for resourcing for enforcement and maintenance, to ensure existing and future infrastructure is able to be properly maintained and to avoid conflicts between different modes and ensure safety and effective movement across the network.
- 3.5. Adopting the Streets for All Strategy will provide a framework to guide planning, design, investment prioritisation and management of Manchester's streets, and support ongoing delivery of a sustainable, connected, high-performing and well-maintained street and transport network for the city.

4.0. Contributing to a Zero-Carbon City

- 4.1. The Greater Manchester Transport Strategy 2040 documents support Manchester's target for zero carbon by helping the decarbonisation of the transport system. Transport for Greater Manchester have undertaken a high-level carbon assessment of the Streets for All strategy.

5.0. Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 5.1. Improving the mobility and public space functions of our streets will increase footfall, support businesses, reduce traffic congestion and improve productivity, and enhance access to employment across Manchester and GM.

(b) A highly skilled city

- 5.2. Improving our streets in key locations such as the city centre will enhance the amenity and appeal of Manchester as a world-class, cultural, vibrant city, helping to attract business and skilled talent.

(c) A progressive and equitable city

- 5.3. The Streets for All approach will put people at the centre and work to create inclusive, safe, attractive places that are welcoming for all members of our communities.

(d) A liveable and low carbon city

- 5.4. The Streets for All Strategy, and projects to be delivered using its principles, will support Manchester's target for zero carbon by helping the decarbonisation of the transport system.





(e) A connected city

- 5.5. The Streets for All approach will improve connectivity for various users of streets by prioritising different types of mobility on different streets as appropriate and supporting investment to improve infrastructure.

6.0. Key Policies and Considerations

(a) Equal Opportunities

- 6.1. The Greater Manchester Transport Strategy 2040 documents set out policies and proposals which are designed to contribute to delivering sustainable economic growth, improve quality of life and protect the environment. The original GM Transport Strategy 2040 was the subject of an Integrated Assessment which includes an Equalities Assessment. The Streets for All Strategy has also been the subject of an Equalities Impact Assessment undertaken by TfGM, which is summarised in the table below. Individual schemes being developed and delivered by the Council are subject to separate equalities assessments.

Impacts Questionnaire				
Impact Indicator	Result	Justification/Mitigation		
Equality and Inclusion	G	The Streets for All Strategy aims to improve streets in Greater Manchester for everyone who uses them. The Strategy document has a strong focus on improved local engagement, including the need to take into account the views of people we do not always hear from. An EQIA has been completed for the Streets for All Strategy itself, and as part of the project design process EQIAs will be undertaken for all Streets for All schemes.		
Health	G	The Streets for All Strategy sets out our ambition for more travel by walking, cycling and public transport to tackle Greater Manchester's most pressing challenges, including improving public health.		
Resilience and Adaptation	G	The Streets for All Strategy has a strong focus on creating safer streets, and streets that are resilient to future climate change impacts.		
Housing				
Economy	G	The approach set out in the Streets for All Strategy will help to create more economically vibrant places by creating more opportunities for people to meet and spend time on streets in Greater Manchester.		
Mobility and Connectivity	G	In line with Greater Manchester's Bee Network ambitions, the Streets for All Strategy aims to improve mobility and connectivity for all people, by making it easier to get around on pavements and footways and to encourage more people to cycle, with streets which are more pleasant to spend time in. The Streets for All approach also aims to ensure that buses are an attractive alternative to the car for far more people.		
Carbon, Nature and Environment	G	The Streets for All Strategy focuses on improving the public transport and cycling and walking infrastructure and services needed for people to leave their cars at home, and land use changes which make it easier for people to access services from where they live.		
Consumption and Production				
Contribution to achieving the GM Carbon Neutral 2038 target		The Streets for All Strategy sets out steps towards our ambition for more travel by walking, cycling and public transport which will help us to tackle our most pressing environmental challenges. As road transport generates nearly a third of all carbon emissions, we need to see significant changes in travel behaviour over the coming years. This will require a rapid transition to cleaner vehicles, a significant reduction in travel by private motor vehicles and a radical change in how people, goods and services move into and around our city-region. We also need to make sure our infrastructure will be resilient to future climate change impacts.		
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment			
	 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

(b) Risk Management

- 6.2. Implementing projects using Streets for All principles will be challenging and require substantial stakeholder involvement and taking a flexible approach to ensure solutions fit with local constraints and opportunities. Stakeholder engagement and supporting behaviour and cultural change will continue to be central to the Council's approach as we progress with testing and implementing the Strategy.
- 6.3. GM authorities have committed to keeping the strategy under review to allow any changes arising from lessons learned through implementation.

(c) Legal Considerations

- 6.4. There are no particular legal issues arising from the decisions in this report.