

## Manchester City Council Report for Resolution

**Report to:** Executive – 12 February 2020

**Subject:** City Centre Transport Strategy Engagement Outcomes

**Report of:** Strategic Director (Growth and Development)

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### Summary

This report informs Members of the outcomes of an engagement and co-design exercise that has taken place through a number of workshops with key stakeholders on the proposals for a revised City Centre Transport Strategy. A new strategy is now needed to provide the framework to support the city's future growth and development and to align with the 2040 Transport Strategy developed for Greater Manchester as a whole. The co-design and engagement process is described, as is the framework for the future strategy and the proposed next steps.

### Recommendations

The Executive is recommended to:

1. Note the intention to produce a revised City Centre Transport Strategy (CCTS).
  2. Note the outcome of the engagement exercise on the CCTS, and agree the suggestion to hold a wider public consultation on the draft strategy in 2020.
  3. Delegate authority to the Head of Local Planning and Infrastructure, in consultation with the Leader of the Council and Executive Member for Environment, Planning and Transport, to finalise with Salford City Council and Transport for Greater Manchester the draft strategy document and the terms of the consultation on the draft CCTS.
  4. Request that a report is brought back to a future meeting of the Executive on the outcomes of the consultation and seeking approval for the final version of the City Centre Transport Strategy.
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**Wards Affected** – Ancoats and Beswick, Ardwick, Cheetham, Deansgate, Hulme and Piccadilly.

**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
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	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 and maximise the competitiveness of the city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	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.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The developing strategy and the engagement exercise outlined in this report responds to the 2018 conversation exercise. The strategy will support the enhancement of the transport network serving the city centre, and through initiatives such as better ticketing. Reform 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 liveable and low carbon city: a destination of choice to live, visit, work	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.
A connected city: world class infrastructure and connectivity to drive growth	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.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

Staff resources will be required to run the consultation process. 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 expected 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

## **1.0 Introduction**

- 1.1 As reported to the Executive in October 2019, the *2010 Transport Strategy for Manchester City Centre* is being revised, 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, and leading up to 2040. The revised strategy will provide a framework for key transport policies and interventions for future delivery, in both the shorter and longer term, covering all modes of transport used to travel to, from and around the city centre.
- 1.2 The framework for delivery in Manchester city centre is up to 2040 and will align with the Greater Manchester 2040 Transport Strategy. It will address key policy issues and take into account the Draft Zero Carbon Framework 2020-2038; Climate Change Action Plan; the development of the Clean Air Plan; and the Local Plan. Work on the revised strategy and the emerging proposals respond to the results of the conversation on the City Centre Transport Strategy (CCTS) that took place in the autumn of 2018 and received 3,700 responses. The engagement exercise agreed by Members in October 2019 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.
- 1.3 The CCTS is being developed by Manchester City Council, Salford City Council and Transport for Greater Manchester (TfGM). The vision for the revised CCTS is for “a well-connected city centre at the heart of the North, offering our residents, employees and visitors a great place to work, live and visit”. The key principles of the revised strategy will contribute to the city’s and Greater Manchester’s targets on clean air and carbon emissions, and ensure the city centre provides a high-quality environment, that supports growth and is accessible to all.

## **2.0 Background**

- 2.1 The vision for the Greater Manchester 2040 Transport Strategy is for ‘World class connections that support long-term, sustainable economic growth and access to opportunity for all’. To achieve this, an ambitious target is set for 50% of all journeys in Greater Manchester to be made on foot, by bike or using public transport by 2040, which would equate to one million more sustainable journeys per day. By 2040, it is anticipated that there will be an additional 28,000 trips being made into the city centre in the morning peak, on top of the 100,000 trips already being made.
- 2.2 To take the strategy forward, Transport for Greater Manchester (TfGM) on behalf of GMCA, developed the Draft Delivery Plan (2020-2025) to establish a fully integrated, high capacity transport system across Greater Manchester (GM). The five year plan includes deliverables and actions aligned with the Mayor’s ambitions published as ‘Our Network’ for the future of GM travel, aligned with the GM 2040 Strategy. The final version of the delivery plan is being prepared in conjunction with the draft Greater Manchester Plan for

Homes, Jobs and the Environment as part of the Greater Manchester Spatial Framework (GMSF).

2.3 In October 2019, a report was considered by the Economy Scrutiny Committee and the Executive which outlined an engagement and co-design exercise with stakeholders on the proposals in the revised CCTS. The engagement took place during December 2019 and early January 2020 as a series of workshops. The engagement is part of the co-design process for drafting a new CCTS. It is suggested a wider public consultation is held on the draft strategy building on the outcomes of the engagement. The strategy will then be further revised following this consultation, and finalised in 2020.

### **3.0 Summary of the Emerging Key Proposals in the revised CCTS**

3.1 The October report set out that, following analysis of the earlier conversation responses, work has been undertaken to revise the key principles of the CCTS. The proposals are focussed around the following key types of intervention:

- investigating improvements to make city centre streets more cycle and pedestrian friendly where feasible, increasing the level of pedestrian priority over time;
- develop measures to remove more through traffic with no business in the city centre from city centre streets in line with long established policy;
- reducing the proportion of journeys in the morning peak to the city centre made by car from around 24% today to 10% in 2040 alongside the decarbonisation of the vehicle fleet;
- ensuring the city centre streets and transport system accord with the established road user hierarchy, and support Manchester's ambitions to be an increasingly Age Friendly City and the most accessible city in the UK;
- reviewing how the competing demands for kerbside space in the city centre is managed, including a review of the current level of provision of taxi ranks;
- enhancing major walking routes to and from the main public transport interchanges and to key city centre destinations, taking into account emerging neighbourhoods, where more people will live and work, including safer crossing facilities and wayfinding;
- developing the Bee Network in the city centre; increasing cycle parking; and the investigation of a new, effective public hire cycle scheme.
- providing additional public transport capacity in the city centre, for example through increasing tram frequency, introducing more double trams and, investigating the feasibility to introducing tram-train services on a number of train lines;
- further assessment of proposals to improve bus services through measures to enhance bus reliability across the city centre, for example, through the consideration of further cross-city priority routes and improved and amended bus terminus facilities.
- transformation of Piccadilly station into a world class transport hub, as part of the proposals for HS2 and Northern Powerhouse Rail.

- supporting the development of a smarter travel card scheme to ease integration between modes of transport and simpler fare structures.
- facilitating and supporting proposals within the Clean Air Plan, for example the expansion of zero carbon vehicles, including supporting bus renewals and retrofitting; increasing electric vehicle charging network including facilities for use by private hire vehicles and taxis; and investigating the potential for greener freight cargo.
- reviewing the location and quantity of car, motor cycle and cycle parking to serve the city centre with a shift, over time, in spaces for cars from the core to the periphery;
- removing barriers to accessing the city centre on foot, helping to address the severance caused by transport infrastructure;
- the trialling of new innovation to inform travel choices within the city centre;
- enhancing public transport management and security; and
- consideration of the need for enhanced measures to manage parking in the areas surrounding the centre.

#### **4.0 Engagement Exercise**

- 4.1 Seven workshops were held in the city centre for stakeholders (4 in December and 3 in January). The workshop format was designed as a two hour session, starting at either 8.30am or 5.30pm to maximise attendance. Sessions were led by an independent facilitator. The sessions included an introductory presentation and a facilitated group discussion, with in depth participation from attendees. Qualitative responses were recorded during the session. Some participants also provided further comments and feedback after the session.
- 4.2 Each session was introduced to explain the purpose of the workshop, and set out the vision of the CCTS and the results of the previous conversation in 2018. The sessions also covered the key principles of the revised CCTS. Three themes were proposed to shape interventions in the strategy, and these themes were used to aid discussions in the workshops. Under each of the three themes, key principles were explained and some examples were given of possible interventions. The themes are:
- ‘walking, cycling and the role of city centre streets’;
  - ‘the role of public transport’ and;
  - ‘managing traffic and parking’.
- 4.3 The presentation delivered at the sessions outlined some of the achievements since publishing the 2010 CCTS as examples of existing interventions (including the Metrolink Second City Crossing and St Peters Square) and proposed schemes (including Chapel St and Albert Square) to demonstrate how interventions could improve the existing environment.
- 4.4 Participants were asked to give feedback on the key principles of the CCTS, discuss the emerging themes, and suggest any additional ideas. The methodology for the sessions meant that any issues or conflicts between users of different modes of transport arising from discussions, had suggested solutions recorded against them, with the aim of working together with a range

of partners to collaboratively build solutions. The comments by participants at each workshop were recorded during the session by participants themselves and by facilitators. Recurrent themes and comments were identified.

4.5 A range of representatives were invited to the workshops from key stakeholder groups, including both small and large businesses, residents and community groups, transport operators, universities, environmental and active travel groups. Representatives included Age Friendly groups, Disability groups, Youth groups and Equality groups. In total 52 individuals took part.

4.6 The following is the breakdown of representation from different stakeholder groups at the workshops: It is important to note that 4 attendees are considered representatives in more than one category e.g. staff member and a resident of the city centre.

Staff	11
Transport Operators	10
Businesses	10
Residents	10
Commuters	5
Environmental	4
Age Friendly	2
Accessibility	2
Community	2

4.7 Transport operators in attendance included several bus operators, Network Rail and British Transport Police. Although 5 individuals were identified primarily as commuters for the purpose of their representation at the workshops, the majority of attendees (42 in total) were also commuters. Attendees were asked to indicate their mode of travel to, from and around the city centre to ensure participants involved used a mix of different transport modes. The following gives the breakdown of responses (2 participants did not indicate):

Bus 31%  
Train 28%  
Tram 26%  
Walk 24%  
Cycle 22%  
Car 20%

4.8 81% of attendees were classed as commuters with 10 (24%) of these being car users. 19 (35%) of individuals stated they used combined methods of travel and 6 of these were car users.

4.9 22 individuals completed the request for feedback on the format of the workshops and their responses are summarised below:

- 95% indicated that they liked the format and found the presentation useful.



- A number of individuals indicated they would have liked further information on the strategy and that they would like a follow up session to be updated on progress.

## **5.0 Engagement Outcomes**

- 5.1 The stakeholder discussion in the engagement sessions focussed on the three themes for the proposed types of interventions outlined in Section 4.2.
- 5.2 General comments were made on the key principles of the strategy. Participants agreed the strategy should be ambitious in setting targets for each mode of transport. Participants commented that transport is one of the main contributors of CO<sub>2</sub>, so the targets should be more ambitious to recognise the Climate Emergency declared by the Council. Improving air quality was also a priority. Stakeholders recognised behaviour change should be a key part of the strategy and quick wins need to be considered as well as interventions to reach longer term targets.
- 5.3 Participants commented that the ‘Hierarchy of highway users’ should be followed in designing the draft strategy, where pedestrians and disabled people are prioritised, followed by people on bikes, public transport, deliveries and vehicle traffic respectively. Some participants were not aware of the hierarchy and did not think it was currently reflected in the city centre. The majority of stakeholders support the proposal to improve and prioritise walking routes in the city centre.
- 5.4 The outcomes of the discussions are detailed in this section under the three themes.
- 5.5 Key principles and priorities that were identified by stakeholders under each theme were as follows:

### **Walking, cycling and the role of city centre streets**

- Pedestrianise areas.
- Introduce more green space, green infrastructure and trees, to make streets more attractive.
- Reduce air pollution and improve the street environment and public spaces to create ‘safe, clean and green’ streets.
- The design of streets should respond to the city’s Age Friendly Strategy, and also encourage personal wellbeing by incorporating places for dwell time.
- Widen pavements, canal towpaths, declutter streets and improve lighting.
- Improve wayfinding solutions, for all users including tourists.
- Improve maintenance of pavements and cycle lanes.
- Improve signalised crossing points for pedestrians, people with mobility issues and disabled people and improve crossings of road, railways and rivers.
- Clear cycling and walking routes in the city centre as part of the Bee Network plans, with use of technology to provide information.
- Having secure and safe cycle parking facilities, including ‘bike parks’.
- Segregation of cycle lanes from buses.

- Introduce a cycle rental scheme.
- Provide cycle parking for people with mobility issues.

### **The role of public transport**

- The overall importance of a reliable and attractive public transport system.
- Improve access to the city centre by bus, have more cross city buses and expand the free bus or run the same route in both directions.
- Use of bus gates to reduce cars in the city centre.
- Increase the number of electric buses.
- Introduce an integrated ticketing system so a single and affordable ticket can be used for multiple trips and modes.
- Expand existing transport hubs within the city centre, integrating public transport and linking to walking and cycling routes.
- Use of technology for improved bus timetabling and live information.
- Bus priority lanes to reduce congestion.
- Improve facilities at bus stops including Wi-Fi, and make improvements for disabled people.
- Improve accessibility at transport hubs for disabled people.
- Establish park and ride schemes and mobility hubs on the edge of the city centre.
- Extend Metrolink trams, increase frequency and capacity and examine underground tunnelling options.
- Allow cycles on trams and trains.
- Improved connections at coach station, and consider its relocation.
- Extend the service provision of public transport at night time hours for access to the airport, for leisure, and for night time workers.
- Further consider strategies for public safety, crime reduction and events.
- Increase the capacity of rail services.
- Introduce tram-train routes, using trams on existing rail lines.

### **Managing traffic and parking**

- Reduce traffic in the city centre and stop through traffic.
- A 'Streets for All' approach to road layouts.
- Implement vehicle free zones, and reduce speed in zones.
- Introduce a congestion charge.
- Encourage car sharing.
- Consider deliveries within defined hours for city centre businesses (such as supermarkets).
- Increase use of electric vehicles and charging points.
- Effectively manage taxis at train station taxi ranks.
- Move car parks to the edge of the city centre.
- Maximise use of technology to effectively manage and better control parking in the city centre.
- Increase the cost of parking or have demand-related pricing for parking in the city centre.
- Introduce resident parking permits.

- Enforcements for cars parking on pavements.
- Introduce a workplace parking levy.

### **Specific areas for intervention**

- 5.6 A number of participants identified areas that would benefit from intervention including Deansgate, Stevenson Square and the wider Northern Quarter, Mosley Street, Cross Street and Chinatown for pedestrianisation, removing traffic at certain hours or days of the week, or implementing car free zones or a congestion charge. Some participants suggested pedestrianisation should be phased and extended across the city centre.
- 5.7 Furthermore, some participants felt The Village had poor transport connections, and that these should be improved during night time hours when the area has high footfall.
- 5.8 Piccadilly Gardens was an area where participants wanted to see improved public space, and further examination of how the space is used by buses and pedestrians at Parker Street.

### **Competing demands**

- 5.9 Participants supported the integration of public transport and active travel modes, and considered the segregation of modes and reduction of traffic in the city centre. This resulted in competing demands in some discussions. Participants suggested interventions to allow space to be shared effectively between buses, pedestrians and cyclists which they believed would improve overall safety.
- Segregation of cycle lanes from buses, e.g. at Oxford Road was largely supported, although future schemes would need detailed consideration of how to ensure that the needs of people with disabilities are taken fully into account;
  - Participants recognised that deliveries, servicing businesses and residents, and disabled access would need to be considered if car free zones were implemented. Suggestions were for different delivery modes including bikes and electric vehicles and a delivery and service plan.
  - The majority of participants supported moving buses away from Piccadilly Gardens to other city centre locations such as Piccadilly and Victoria Stations and Shudehill, which was considered an underused location. However some participants suggested locations were not central enough and users who cannot walk longer distances would need to be considered.
  - The majority of participants supported the reform of bus operations to deliver a system of frequent and reliable buses, although some bus operators registered their opposition to the proposals.

- Some participants highlighted that any future work to expand Metrolink or develop an underground tunnel would cause congestion and disruption.
- It was noted that coaches support tourism in the city centre and that the impact of any traffic restrictions would need to be considered.

## **6.0 Next Steps**

- 6.1 Following the co-design and engagement exercise the next step in the process will be to use the information gathered to inform a draft strategy document, which will be further consulted upon. The workshops have provided the opportunity for stakeholders to feedback on the emerging key principles and proposals of the revised CCTS and for the Council to listen to and consider the points raised. Together with the outcomes of the previous conversation engagement in 2018 it is considered that these views are helpful in providing input into the developing document and confirmation of the key themes that residents, commuters and businesses would like to see the strategy address. Consideration will also be given to other developing plans such as the Clean Air Plan and the Local Plan linked to the CCTS. Further work will be undertaken to examine how users share space, prioritising pedestrians, whilst allowing cyclists and buses in some areas to share this space safely.
- 6.2 As previously outlined in the Executive report in October 2019, it will also be important to consider complementary measures in the wards adjacent to the city centre, to ensure that any potential wider impacts from transport solutions in the centre are effectively managed. Further engagement will take place during the next phase, and there will be an ongoing review of any displacement issues arising from the proposals developed as part of the CCTS, to ensure that they are appropriately addressed and appropriate mitigation measures are planned.
- 6.3 Following co-design of the strategy with Salford City Council and other key stakeholders, a wider consultation is planned in 2020 on the detail of the draft CCTS, where the public will be invited to respond on the draft strategy. Following consideration of the feedback, a final strategy will be submitted to the Executive for approval.

## **7.0 Conclusion**

- 7.1 This report summarises the outcome of the latest phase of engagement in developing the CCTS. The output of the exercise will be very helpful in ensuring that the concerns of city centre users are fully taken into account prior to the publication of a draft strategy for consultation. The revised strategy will outline interventions to achieve the vision and ambitions by 2040, increasing the number of trips made by foot, cycle and public transport and reducing the number of cars in the city centre.
- 7.2 Recommendations appear at the front of this report.

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

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

- 8.1 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**

- 8.2 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**

- 8.3 The developing strategy and the engagement exercise outlined in this report responds to the 2018 conversation exercise. The strategy will support the enhancement of the transport network serving the city centre, and through initiatives such as better ticketing. Reform 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.

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

- 8.4 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**

- 8.5 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.

## **9.0 Key Policies and Considerations**

**(a) Equal Opportunities**

- 9.1 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.

**(b) Risk Management**

- 9.2 Risks will be considered on a scheme by scheme basis.

**(c) Legal Considerations**

- 9.3 The legal powers available to the Council will need to be taken into account in developing the CCTS, to ensure the proposals contained in it are deliverable. It will also need to link closely to the Council's Development Plan, both the current and the forthcoming Local Plan review, to ensure they are consistent with one another.