

**Manchester City Council  
Report for Resolution**

**Report To:** Economy, Employment and Skills Overview and Scrutiny Committee – 3 February 2010

**Subject:** Transport Strategy for Manchester City Centre

**Report of:** Head of Transport

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**Summary**

The City Council, in conjunction with Greater Manchester Integrated Transport Authority (GMITA) has published for public consultation a draft Transport Strategy for Manchester City Centre.

This report;

- Sets out the need for and rationale of the strategy
- Summarises the main proposals;
- Specifically addresses issues raised by members; and
- Details the consultation process.

**Recommendations**

That members note the publication of the draft strategy and contribute to the consultation process.

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**Wards Affected:**

Central, Ardwick, Hulme, Ancoats, Moss Side and Rusholme

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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: Consultation Draft : January 2010.  
A Strategic Plan for Manchester City Centre 2009-12

## **1.0 Introduction**

- 1.1 The City Council and GMITA have launched a consultation on the draft Transport Strategy for Manchester City Centre. The draft strategy complements the Strategic Plan for Manchester City Centre 2009-12 published last year.
- 1.2 The draft strategy looks at how the city centre is likely to develop and grow over the period to 2020. Forecasts suggest that employment could grow by up to 50,000 jobs during this period and the strategy examines the effect on the city's infrastructure and how it will need to adapt to accommodate this growth, including the impact of the schemes funded through the Greater Manchester Transport Fund (GMTF).
- 1.3 The consultation was launched on 11 January and will run until 22 March.

## **2.0 Background**

- 2.1 Manchester has been transformed in recent years and is now one of the most vibrant centres in Europe, driving the economy of the wider Manchester City Region and the North of England as a whole. An efficient transport system is essential for a prosperous economy, improved accessibility and greater mobility. Our strategy is designed to maintain and improve accessibility to the city centre whilst reducing carbon use and improving air quality.
- 2.2 The city needs to ensure that it is best placed to develop its assets and complete its transformation into a globally competitive economy. As the economy grows over the next decade, so will traffic, carbon emissions and congestion. Unless addressed, this has the potential to seriously impact upon the economy, health, the environment and employment. Manchester residents must benefit fully from the economic growth of their city, but at the same time, should not have to suffer serious environmental impacts in order to do so.
- 2.3 To achieve these aims, the City Council and its partners recognise the critical need to maintain and develop effective transport to, from and within the city centre. The attached draft Transport Strategy for Manchester City Centre – developed by the City Council in close consultation with GMPTE and Salford City Council – is designed to achieve this objective, by ensuring that the city benefits to the full from its strategic position at the heart of the local, regional and national transport system. The document has been published for consultation, so as to provide the opportunity for all stakeholders to comment on the proposals.
- 2.4 Since the late 1990s, the city centre has attracted massive investment and seen the creation of over 40,000 new jobs. In spite of the current economic circumstances, confidence in the future of the city centre remains high and new investment is underway or planned across the centre including the new Co-op headquarters and estate, Exchange-Greengate, Chethams, the Oxford Road Corridor and the Mayfield site.

2.5 Growth predictions for the city centre economy suggest an increase of up to 50,000 jobs in the period to 2020. Based on existing travel patterns this would result in an increase in trips to the city centre of around one third or approximately 30,000. The aim of the strategy is to cater for this growth in trips in a sustainable way whilst, at the same time, supporting new developments, allowing for new public spaces and accommodating new infrastructure, particularly the increased investment in Metrolink and the Cross-City bus network.

### **3.0 The Strategy**

3.1 The Strategy is set out in Chapter Three of the attached document. In summary, it is proposed that a greater part of the forecast demand will be met by increasing the capacity of the public transport network;

- Metrolink – new lines, more trams, additional park and ride together with a second city crossing.
- Trains – more and better rolling stock, major improvements to stations, particularly Victoria and increased park and ride. In the longer term, the Manchester Hub proposals will deliver new infrastructure schemes to address congestion on the network.
- Buses – a new cross-city bus network, quality improvements to the existing network, alternative turnaround facilities pending new interchanges and a refreshed Metroshuttle service.
- Cars – maintaining car access to the city centre whilst encouraging through traffic to use more appropriate routes and make more efficient use of the Inner Relief Route with some selective junction improvements. The strategy aims to hold the number of cars entering the city centre at around existing levels but to increase the number of people travelling by car through raising car occupancy levels.
- Walking and cycling – encouraging more people to walk and cycle by making the environment safer and more attractive and by improving cycle facilities such as the provision of secure cycle parking, changing and storage facilities.
- Changing travel behaviour – developing a ‘Smarter Choices’ programme to encourage more people to switch modes from car and travel by more sustainable means. Measures will include working with city centre businesses to develop Workplace Travel Plans and with transport operators to deliver a more integrated approach to information and ticketing including the development of an electronic smartcard system.

### **4.0 Specific issues raised by members**

As part of the brief for this report, members raised a number of specific issues that they wished to see addressed. These are set out below;

- i) *To include specific information on road closures, changes to bus routes and stops etc and the rationale for how these will be managed.*

Although a number of road closures are referred to, e.g. St Peter's Square and Victoria Street, this is a strategy document that does not set out detailed proposals. As the various schemes are developed, there will be further consultation on the detail. Officers will work closely with GMTE and other agencies to ensure that the city centre continues to function efficiently during construction work.

- ii) *What measure will be taken to address the current poor signage for drivers in places where road closures and diversions are in place?*

As with point (i) above, the city will work closely with GMPTE and other agencies to ensure that traffic moves as smoothly as possible during construction works. The document recognises the need for improved signage as being an integral part of the strategy.

- iii) *What lessons have been learnt from good practice elsewhere?*

Council officers and GMPTE work closely with national and international networks (eg Core Cities and UITP) so as to keep abreast of innovation and best practice elsewhere. In addition the draft strategy has been prepared in conjunction with internationally renowned consultants AECOM. As detailed proposals are developed we will continue to look closely at other cities' experiences particularly around junction design, signposting and legibility and ticketing technology.

- iv) *What measures we included for cyclists and motorcyclists including parking?*

Increasing the number of people cycling is a key element of the strategy and proposals are set out in paragraphs 163-169 of the attached document. There are no specific measures set out for motorcyclists although they will also benefit from the proposed junction improvements (para 163) and measures to address improved parking and changing facilities.

- v) *What measures are being taken to encourage the use of public transport?*

The main thrust of the strategy is to improve both the quality and capacity of all modes of public transport and these are clearly set out in Chapter Three.

## **5. Consultation**

The consultation started on 11 January and runs for 10 weeks to 22 March. The document is available on the Council's website or paper copies can be made available on request. Copies have also been sent out to a large number of companies organisations and individuals who were involved in a previous consultation in 2007/08.

Council officers are now engaged in discussions with interested parties and have planned a number of presentations and meetings with a range of consultees. Businesses, organisations or individuals who would like a meeting or a presentation are being encouraged to contact the Transport Policy Unit.

A programme of consultation events is currently being put in place. The includes;

- A city conversation event on 18 February with presentations from Sir Howard Bernstein and David Leather (GMPTE) to an invited audience of city centre businesses.
- A Transport Forum on 23 February at the Mechanics' Institute with an open invitation to residents and organisations to discuss the proposals and contribute to the strategy's development.
- Other events will be organised as the consultation progresses and particularly in response to specific requests.

## **6. Recommendation**

A full set of recommendations appear at the front of this report.



# Transport Strategy for Manchester City Centre

Consultation Draft



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## Executive Summary

1. Over the last 15 years, Manchester has delivered a strong and diversified economy and a vibrant city centre. This has been achieved through the leadership of Manchester City Council and its strategic partners. This strategy aims to support this economic success story by identifying key transport policies and interventions for future delivery.
2. The ambition set out in the Strategic Plan for Manchester City Centre, published earlier this year, is to put Manchester in the premier league of cities in Europe and across the world. Transport's role in delivering on this ambition cannot be underestimated. Recognising the importance of a well connected city region, the Association of Greater Manchester Authorities (AGMA), representing all ten districts together with the Greater Manchester Integrated Transport Authority (GMITA), have agreed a radical funding package that will enable the area to maximise the benefits the transport network can deliver.
3. The Greater Manchester Transport Fund (GMTF) investment package will deliver £1.5bn of transport improvements. Building on other significant improvements which have taken place over the last few years, the fund will cover a range of initiatives, from new and extended Metrolink lines, redeveloped transport interchanges, new road schemes, increased park and ride spaces, improved bus routes and measures to improve conditions for pedestrians and cyclists
4. There is the potential for employment in the city centre to grow by 50,000 by 2020. These new jobs will cause the number of trips into the city centre to grow by a third. To retain essential labour market connectivity, the main thrust of this strategy must be to maintain access to the city centre by all modes and to strengthen public transport capacity and quality, together with improving conditions for cyclists and pedestrians. This additional capacity will allow an increasing number of people to switch to more sustainable modes of transport, a process that will be encouraged through a package of measures to promote Smarter Travel and behavioural change.
5. As part of the strategy, road traffic that does not need to travel through the city centre will be intercepted early and redirected via a more efficient and better signed strategic highway network. This, in turn, will help ease the pressure on the Inner Ring Road and allow it to play a more effective role as a city centre access and distributor route.
6. The strategy stresses the need to continue to pursue measures to develop transport infrastructure to ensure that anticipated growth is not constrained or inhibited, and to ensure better access to the employment opportunities that will be created. The transport infrastructure investments and service improvements that will be funded by the GMTF will bring a significant increase in public transport capacity, giving more sustainable travel choices to commuters, shoppers and visitors, and so help to tackle congestion. Seeking to hold the number of cars entering the city centre at around existing levels will, in turn, give more opportunities to reduce the impact of traffic in the city centre, increase the scope for public realm works, enhance pedestrian safety and deliver public transport improvements.
7. The GMTF has given the city-region a great boost – we have the resources to deliver many of the strategic transport improvements required to continue growing the

regional economy. AGMA and GMITA are committed to making this significant public investment, but other key stakeholders and the major transport operators will also need to make contributions to ensure the maximum benefits of the strategy are achieved. As part of the discussions around the city-region pilot, AGMA and GMITA will also be seeking to examine how the city region can assume additional responsibilities and greater influence over the specification and delivery of transport investment and services.

8. The successful delivery of this transport strategy is absolutely essential to the continuing economic success of the city-region, to ensure that it will be well placed to continue its role as the regional economic powerhouse and further contribute to the economic success of the UK.
9. This is a consultation document and the City Council, with its stakeholders, would like your feedback on the contents. The purpose of this consultation is to ensure that all stakeholders have the opportunity to respond to the proposals and that suggestions can be incorporated into the final document. Full details of how to respond are located at the end of the document.

## Chapter One: Introduction and Background

### Introduction

10. Manchester has been transformed in recent years and is now one of the most vibrant centres in Europe, driving the economy of the wider Manchester City Region and the North of England as a whole.
11. An efficient transport system is essential for a prosperous economy, improved accessibility and greater mobility. Our strategy is designed to maintain and improve accessibility to the city centre whilst reducing carbon use and improving air quality.
12. The city needs to ensure that it is best placed to develop its assets and complete its transformation into a globally competitive economy. As the economy grows over the next decade, so will traffic, carbon emissions and congestion. Unless addressed, this has the potential to seriously impact upon the economy, health, the environment and employment. Manchester residents must benefit fully from the economic growth of their city but, at the same time, should not have to suffer serious environmental impacts in order to do so.
13. To achieve these aims, the City Council and its partners recognise the critical need to maintain and develop effective transport to, from and within the city centre. This document presents a draft Transport Strategy for Manchester City Centre - developed by the City Council in close consultation with GMPTE and Salford City Council – which is designed to achieve this objective, by ensuring that the city benefits to the full from its strategic position at the heart of the local, regional and national transport systems. This document has been published for consultation, so as to provide the opportunity for all stakeholders to comment on the proposals.

### A Growing and Vibrant City Centre

14. Manchester City Centre sits at the heart of the most important economic area in the North of England, with a strong reputation as a globally recognised centre for financial and professional services and knowledge-based, creative and new media industries. Since the late 1990s, the city centre has attracted massive investment and seen the creation of over 40,000 new jobs.
15. It has also developed its role as a national centre for cultural events and conferencing. According to the Strategic Plan, over £11m of additional economic benefit has been attracted to Manchester as a result of conferences in the last three years and the total number of hotel beds has risen by over 40% to nearly 8,000. Furthermore, the city centre acts as a major retail attraction, consistently ranked as one of the best shopping destinations in England<sup>1</sup>.
16. Manchester is also home to world-class universities, with the Oxford Road Corridor now recognised internationally as a centre for science, technology, innovation and creativity.

### Vision for the City Centre

17. Manchester City Centre is well-placed to compete at an international level in the coming decade. The City Council and Cityco (the company set up jointly by the private sector and the City Council to promote the well-being of the city centre) have recently published the *Strategic Plan for Manchester City Centre 2009-12*, which

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<sup>1</sup> Javelin Group *Venuescore* rankings

sets out a clear vision for the future of the city centre that is designed to build upon all of its strengths.

18. Recent analysis carried out for the *Manchester Independent Economic Review (MIER)* shows that the Manchester City Region, and the city centre in particular, is well-placed to consolidate its position as a rising economic powerhouse. There is potential for employment in the city centre to grow by up to 50,000 further jobs<sup>2</sup> by the early 2020's, in addition to the current 140,000 jobs through the range of initiatives discussed in the *Strategic Plan*.
19. The approach taken by this strategy reflects national and regional transport policy. It closely mirrors the findings of the influential work for Government carried out by Sir Rod Eddington<sup>3</sup>, which found that transport improvements can best support economic growth by focussing on those parts of our transport network that are most stressed. This is integral to supporting the growth of the economy, where maximum benefits from transport investment can be achieved in and around our major cities, citing Manchester as a leading case for investment.
20. It also follows the environmental conclusions reached by the Government's Stern Review, *The Economics of Climate Change* (2006), which reinforced the need for better traffic management and cleaner public transport vehicles, emphasising the importance of placing decisions over sustainable transport infrastructure at the front of land-use planning.

### **City Centre Transport Vision**

21. Our vision is for a transport network that supports the ongoing sustainable economic growth of the city centre, maintaining Manchester's position as a key location where people choose to work, shop and live.
22. This vision is supported by four key objectives:
  - Supporting the competitive advantage of current and future employers, by ensuring access to the city centre;
  - Providing improved access to the employment, cultural and leisure opportunities that a growing city centre offers to Manchester's residents, workers and visitors;
  - Tackling the issues of climate change and delivering a low-carbon economy in a manner that is both environmentally and economically sustainable; and
  - Improving actual and perceived personal safety and security.

### **Supporting the 'Strategic Plan for Manchester City Centre'**

23. The *Strategic Plan* recognises the importance of transport in supporting the Plan's objectives. Transport should support economic growth by meeting the needs of Manchester's visitors, workers and residents. This will be achieved through the provision of safe, reliable and secure access to the centre and in a manner that creates a positive image of Manchester's public realm.

### **Spatial Considerations**

24. The *Strategic Plan* identifies a number of specific spatial issues that this transport strategy needs to address.

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<sup>2</sup> Mid-point figure in GM Forecasting Model (2008), GMPTE

<sup>3</sup> 'Transport's role in sustaining UK's Productivity and Competitiveness: The Case for Action', 2006

25. The major task in the **Central Business District** is the effective management of the environment and traffic, and the need to strengthen the street scene throughout the area. There is an opportunity to further improve pedestrian facilities, develop vibrant ground floor uses and better signage.
26. There is also a need to improve the ambience of St Peter's Square by bringing forward an integrated framework enabling a comprehensive redevelopment to take place. The plan sets out that public realm will be greatly improved by removing all traffic, except Metrolink, from both the Square and from Mosley Street.
27. The **Retail Core** must remain as 'walkable' as possible with the introduction of pedestrian priority where appropriate to facilitate greater pavement activity such as cafes, bars and restaurants and significantly enhanced legibility for both able bodied and disabled pedestrians. Links through to Victoria, Spinningfields, and the Oxford Road corridor will be key, as will be maintaining the quality of the Shudehill Interchange and efficient access to and from the city centre. It will be important to ensure that traffic corridors such as Portland Street, Deansgate and some streets in the Northern Quarter do not present barriers to pedestrian movement.
28. The **Victoria** area boasts an impressive architectural and archaeological heritage. A major opportunity exists to extend the commercial core of the city centre and to better integrate areas outside the Inner Ring Road – such as the former Boddingtons and Miller Street sites – into the city centre and to develop strategic linkages across the River Irwell into the Chapel Street area of Salford. The area includes a number of key regeneration priorities, including the Ramada complex, Chetham's School, Victoria Station, the pedestrianisation of Victoria Street and the new Co-Op group Headquarters and associated development. This area also incorporates the proposed Irwell City Park.
29. **Chapel Street** has seen many new developments and this will continue with a growing mix of uses helping to diversify the city centre's economic base and bring in new activity, particularly to the important sites at The Exchange, Salford Central Station and Chapel Wharf. There is also great potential for these to be linked with Spinningfields and Victoria as part of a comprehensive development of the northern sector of the city centre. Substantial improvements in the public realm and to public transport and highways will create a high quality urban setting.
30. At **Piccadilly Gateway**, the strategy for ongoing regeneration focuses on further improving connectivity, particularly in light of developments around Piccadilly Basin, Piccadilly Place and the former Fire Station on London Road. Key to this will be maximising the potential of the area's transport assets.
31. In the short term, the City Council and GMPTE wants to see improvements to bus operations and the waiting environment for passengers at the Parker Street (Piccadilly Gardens) bus facility. In the longer term, once alternative facilities have been identified and developed, the intention will be to gradually reduce and then to remove bus movements so as to improve the environment and enhance what has already been achieved in Piccadilly Gardens.
32. At least 2,000 people currently work in the **Eastern Gateway** and regeneration would allow the accommodation of thousands more jobs. A key redevelopment priority is the former Mayfield Goods Station which provides significant potential for development, capitalising on its strategic location adjacent to Piccadilly Station and London Road.

33. **The Corridor** is the name given to the areas incorporating Oxford Road and Oxford Street. In addition to being the home of two Universities, the Royal Northern College of Music and the Central Manchester Hospitals, it functions as a key radial transport route, leading south from the city centre, and connecting a significant proportion of residents in the wider conurbation with job opportunities in the city centre and the Corridor itself. A key priority is to address the quality of public transport connections and capacity within and through the area, whilst minimising the negative impacts of transport and congestion on the public realm and environment, and most of all, to ensure that relationships with adjacent communities can be strengthened.

*Strategic Overview*

34. This transport strategy has been developed in light of the ground-breaking work to prioritise public-sector transport investment based on the economic priorities of the city region. The Greater Manchester Transport Fund (GMTF) is delivering £1.5 billion of transport infrastructure, over the next ten years which is additional to the £600 million currently being invested in improving and expanding the Metrolink network and the commitments national government has made to improve local rail services. The strategy as detailed in Chapter 3 aims to carefully balance the needs of the various user groups of the city centre, and their individual needs, to accommodate the thousands of additional people seeking to enter the city.
35. This strategy must also be considered in light of the Manchester City Region Pilot. Greater Manchester is heavily involved in responding to the Government's invitation to work jointly with them to explore ways in which the city region can have more influence over the delivery of regional and national programmes.
36. The following sections of this transport strategy outline the scale of the transport challenge facing the city centre, our overall strategy and the consultation process being undertaken. This remains work in progress and the strategy does not claim to have all the answers at this stage. This strategy is aimed at addressing the next five years with an indication of the vision for further developments over the following five years. The strategy will need to be reviewed regularly to be able to cater for changes in assumptions such as the economic forecast, locations and types of development. The principle schemes included in this transport strategy have been subject to an indicative modelling exercise to ensure that the schemes deliver the best outcomes for the city centre.

This exercise has assessed the impacts on the highway of the major schemes included within this strategy. This process has given us an indication of the scale of the challenge and the areas where further work needs to be conducted. We acknowledge that, in conjunction with GMPTE, further modelling work and ongoing data collection to understand the ever changing patterns of trip making will be required as these projects come online and the positive impacts of the public transport improvements are apparent.

## Chapter Two: Scale of the Challenge

### Current Situation

37. The long term growth in the Manchester economy has been accompanied by growth in demand for travel into the city centre – particularly as the past ten years have seen a rise in the number of high profile employers who prefer to locate on city centre sites. In recent months, we have seen a slowing down in the rate of economic growth and this has resulted in a slight reduction in the number of trips into the city centre especially by car. However, as the economy recovers, so will the long term trend in car growth together with associated congestion that this will bring.
38. There has been an increase in recent years in the number of people using public transport to access Manchester, with a particular rise in the numbers using rail . In addition, cycling and walking are becoming increasingly popular – the latter in part reflecting more “city living”. The figures show that around 70% of trips into the city centre are taken using a non-car mode<sup>4</sup>; however, car travel remains popular. The city centre also has a significant interchange function, providing for onward trips across the conurbation (e.g. to Salford Quays) and beyond.
39. Manchester City Centre continues to have a central role in the regional economy with one in five employees travelling from outside the Greater Manchester conurbation, with a particular influence over areas of northern Cheshire and southern Lancashire. Rail and car trips are particularly important for travel from outside the M60 and there is a strong local bus market, catering largely for trips from within the M60.
40. Bus is the most used mode for trips to the city centre - accounting for just under half of all trips by public transport and carrying 24,000 people daily into the city centre over the peak period. It is the most flexible public transport mode and serves the largest number of destinations across Greater Manchester. Metrolink has been a consistently popular mode since opening in 1992 and includes those who ‘park and ride’ at the dedicated car parks located at stops on the Metrolink network. Rail travel is experiencing significant growth with Manchester benefitting from an increasing number of people using the rail network to access the city centre.
41. The existing policy focus on sustainable travel is having an impact on access into the city centre, with the numbers of people cycling gradually increasing, albeit from a low base. Walking is the primary means of getting around the city centre. It is important that people enjoy being in the city centre and the impact of transport on this experience is minimised. Going forward, the focus of our strategy will be to continue to encourage travel by public transport, walking and cycling rather than individual car use, and so not only help reduce transport’s impact on climate change but bring benefits in reduced noise levels, improved air quality and physical health and wellbeing.
42. Commuting to work is the dominant reason for travelling into the city centre but this is followed closely by leisure and social travel which extends into the evening when the transport offer alters and the demands of those travelling changes. Commuting to work is mostly undertaken during the peak hours when the demand for fast and efficient travel is at its highest. There is a need to ensure that the businesses within

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<sup>4</sup> All references to peak period refer to 0730-0930 period

the city centre are accessible to service vehicles. As the economy grows, it is likely that greater demands for servicing will arise.

43. Improving air quality will also be an important strand of our strategy as the main source of poor air quality in the city centre is transport related, with 52% of total emissions of NO<sub>2</sub> in the city centre coming from traffic. In order to improve air quality for the benefit of residents, workers and visitors, we will need to tackle the growth in road traffic and congestion but also ensure that the increase in public transport capacity is delivered in a cleaner and greener way.
44. In January 2009, the city council approved the Manchester Climate Change Call to Action, which developed the principle of the City becoming low carbon by 2020 and included a specific commitment to produce a stakeholder plan for tackling climate change across the city prior to the UN Summit on Climate Change in Copenhagen in December 2009. The plan - Manchester, A Certain Future – was endorsed by the council in November and sets out a strategic framework of actions that need to be taken by organisations and individuals throughout the City to address the challenges and opportunities of climate change between now and 2020. The actions aim collectively to reduce the city's emissions of CO<sub>2</sub> by 41% by 2020, from 2005 levels and to achieve a change in culture that enables residents, businesses and other organisations to take steps to adopt and implement the principles of a low carbon economy. The plan includes challenging targets for transport, infrastructure and connectivity that this strategy will help secure.
45. The prevailing transport patterns can also have impacts on other areas of development in the city centre. By accommodating more efficient travel, we can create the potential to make significant improvements in the quality of the public realm. For example, changes to the transport network have allowed for improvements to Piccadilly Gardens and Exchange Square in recent years. The transport network needs to be sensitive to the changing nature of the city centre.

### *The Way Forward*

46. The MIER pointed towards the strong position of Manchester City Centre and its role in delivering continued economic growth for the wider city region. It is important to plan for future growth in the demand for travel now, to ensure that the transport network is not a restriction on economic growth. Manchester City Council and its partners are taking an active approach, delivering this strategy and building the necessary foundations to ensure continued growth of the city centre. This approach recognises the need to create the right conditions for the potential of 50,000 new jobs in the city centre so that throughout the city region residents can benefit from these opportunities. The city centre will continue to strengthen its role as the regional economic engine and pressure for travel from a wider regional catchment will intensify.
47. Based on these growth predictions for new jobs, it is anticipated that trips into the city centre will increase by up to one third or approximately 30,000. The city is aiming for the majority of this increase to be accommodated on an expanded public transport network. It is anticipated that the remaining 7,000 to 10,000 of these new trips would access the city centre by car. However, our aspiration is to hold the

actual number of cars entering the city centre in the peak to around the current number, 22,000 trips<sup>5</sup>. We will achieve this additional trip capacity by:

- Intercepting existing through traffic earlier and diverting it onto more appropriate roads that avoid the city centre;
- Improving traffic management and signing to direct non essential traffic away from the centre and also to more appropriate “entry points” to reduce unnecessary circulation in the city centre; and
- Encouraging higher levels of car sharing through our Smarter Choices initiatives.

48. In the short term, to 2015, the planned and funded public transport enhancements including the Metrolink extensions, the Cross City Bus package and the additional rail rolling stock will offer sufficient capacity to cater for all the anticipated job growth.
49. The city centre transport strategy will seek to capitalise on the improvements being delivered by GMPTE, Manchester City Council and Salford City Council. It will identify how these improvements will address some of the key issues facing the city centre and how the benefits created through the GMTF can be maximised. At the heart of the transport strategy is the need to create a world class transportation system that offers people choice, convenience and certainty.
50. A summary of the key issues that the strategy seeks to address follows. The identification of these issues is an essential step towards formulating the necessary inputs to the strategy.

### **Key Issues**

#### *Metrolink*

51. Metrolink carries around 20m passengers per year (55,000 passengers per day) and has seen steady patronage increase on all lines. The Altrincham and Bury lines are heavily utilised in the peak periods and trams are often overcrowded with passengers in the peak experiencing difficulties boarding at stations close to the city centre.
52. Metrolink has recently benefited from a £100m investment programme of track and station renewals. In addition, to help ease overcrowding and to increase the frequency of some services, 12 new trams are due to be added to the network starting in autumn 2009.
53. The delivery of Phase 3a Metrolink, currently under construction, will see the introduction of further new vehicles to operate the additional services.
54. Penetration of Metrolink into the city centre is good but the movement of the trams along Mosley Street is hindered by shared running with buses attempting to access Parker Street. To cater for the planned growth and to improve operational robustness, GMPTE has been developing proposals for an additional Metrolink crossing of the city centre, described in more detail in Section 3.
55. ‘Park and Ride’ from Metrolink stations is well used but many car parks are full by early morning and additional land to extend car parks is scarce. As part of an “Accelerated Package” of works under the GMTF, GMPTE is currently developing proposals to increase the spaces available at a number of stations. As the network extends further, additional parking may need to be added in future.

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<sup>5</sup> GMTU Report 1476, 2009

### *Rail*

56. The UK is undergoing a national rail renaissance and growth in rail commuting to Manchester has outpaced that seen in London by a factor of two. Rail offers an attractive alternative to travel by car, providing for longer distance trips into the city centre, connecting it to other major city centres and offering a relatively reliable transport choice.
57. The resurgence of rail has not come without problems. Many local rail services are seriously overcrowded in the peaks with crowding levels above the thresholds set by DfT franchise agreements. In addition, the number of trains that can be operated is limited by platform availability platforms and the operational capacity of the lines. In the short term, capacity can only be created through longer trains together with additional platforms at some stations and the need for longer platforms at others. In the longer term, infrastructure investment to enable more trains to be operated may be possible.
58. To achieve this we will need to address the challenge of the Manchester Hub. The Hub is vital to the economic success of the north and is described by the Northern Way as “the single most critical infrastructure investment in rail for the whole of the north”. The constraint of the Hub prevents the rail network from playing its full role in growing the economy of the region. It limits the ability of businesses to access new markets, the opportunity for people to find new and better jobs, impedes the region’s access to international opportunities, and stifles the free flow of goods from ports to markets. The Manchester Hub study (see below) is key to informing and justifying investment required to drive essential productivity gains. We must ensure that the investment needed to address the Hub is agreed as a national priority and included in Network Rail’s spending plans for 2014 to 2019 if we are to secure the growth potential which is required over the next decade.

### ***What is the Manchester Hub?***

The Manchester Hub is the coming together of 14 of the north's radial rail corridors at Manchester's two main stations, Piccadilly and Victoria, their junctions and signals, and the mix of long distance, regional, stopping and freight services that operate on them.

The Hub is central to the economic success of the north but it is severely congested and suffers from a number of infrastructure constraints that, between them, are preventing the rail network in the north of England from playing its full role in driving economic growth.

In 2007, the Government announced a major study into the Manchester Hub in recognition of its importance to the regional and national economy. In the first part of that study published in 2009, the Northern Way identified that a package of outputs that could deliver potential economic benefit of between £12.7 and £16.2 billion.

Network Rail is currently undertaking the second part of the study, looking at a range of solutions that will improve connectivity, journey times, punctuality and reliability so that the railway can accommodate patronage growth over the next ten years and beyond on both local services and those that serve cities further away. They are expected to make initial recommendations early in 2010.

60. Following on from the High Level Output Specification (HLOS), the DfT published a rolling stock plan in 2008 that promised a significant increase in the number of passenger carriages across England by 2014. Since the plan was published, the number of carriages planned for Northern Rail and TransPennine Express services before 2014 has been reduced. GMPTE now predict that by 2014 overcrowded trains will be more common for peak hour commuters into the city centre. GMPTE is continuing to work with DfT to secure the best possible outcome for the city region. More rolling stock may be available after 2014 and GMPTE is also working with DfT to assess how many additional carriages may be required.
61. In addition to seeking to increase the number of additional carriages available, GMPTE is also striving to improve the quality of the rolling stock, particularly the fleet available to Northern, which is generally poor and will not attract many people who will otherwise choose to drive.
62. Plans have recently been published by Network Rail that propose the electrification of the Manchester-Liverpool via Chat Moss rail Line. This is a key rail corridor for the city region and has the potential to reduce journey times between these cities to 30 minutes.
63. Apart from Piccadilly Station, which was refurbished in 2002, the other key rail gateways into the city, specifically Manchester Victoria, Oxford Road and Salford Central, are in need of major improvements to passenger facilities. The ambience of Victoria Station in particular, is out of keeping with its status as a major commuter station.
64. We welcome the recent acknowledgement by Network Rail and DfT that Victoria station is in need of significant upgrade and their announcements that some additional funds will be made available for improvements. We remain concerned

however that, overall, the current funding arrangements for major railway stations in the city centre remain inadequate.

65. We will encourage Network Rail and DfT to take a lead on developing a new funding and delivery model that will secure better outcomes for the remaining stations.
66. With High Speed Line One now connecting London to Europe, national attention has focused on the potential for a High Speed Line Two. Recent studies have shown strong support for a line connecting London to Birmingham and Manchester. Indeed, Manchester is increasingly being seen as a key destination for a national High Speed Network.
67. A key area where more influence is required concerns the specification and delivery of rail services, rail infrastructure and funding for the refurbishment of key stations. It is vital that the city-region has a greater say in the process of re-franchising the TransPennine Express (2012) and Northern (2013) networks.

### *Bus*

68. The bus forms the core of the transport network across Greater Manchester. Bus travel is both popular and accessible. However, traffic congestion and a limited amount of city centre priority causes buses to suffer disruption to reliability and longer journey times during the peak periods. In addition, bus speed surveys have revealed that bus movement through the streets in the city centre is 30% slower than on the rest of the Greater Manchester highway network.
69. The bus network carries the majority of the public transport trips within the M60, and it is anticipated that much of the growth in the newly skilled workers, predicted by the Manchester Independent Economic Review (MIER), especially from within Manchester's regeneration areas, will depend on the bus network to access the new jobs being created in the city centre.
70. Greater Manchester has 15 key radial corridors carrying services into the city centre. Four corridors carry approximately half of all bus services. These are corridors not currently served by Metrolink or rail. The high levels of demand for these bus services create significant flows from these approaches. This can create undue delay and increased journey times for passengers.
71. High levels of bus activity can often contribute to poorer air quality in certain areas of the city centre in addition to creating specific pockets of bus-on-bus congestion. Key areas where this is becoming an issue includes Portland Street, Lever Street, Oldham Street and Church Street. This congestion impacts on bus journey times and creates conflicts between buses, pedestrians and cars in areas of high sensitivity. The bus is a vital element of the city centre transport network and ensuring that it delivers this essential public service in the most efficient manner is fundamental to the joint aspirations of the city council, GMPTE, the operators and the public.
72. Operators have made significant improvements to the quality of their bus fleet with almost 20% of vehicles operating in Manchester having Euro IV engine emission standards or above. However, many of the buses in operation fall below expected environmental requirements with almost 50% of the fleet failing to meet the lower Euro III standard.
73. In order to increase the attractiveness of bus services to passengers, it is common for operators run their services into the centre, drop-off their passengers and

continue to a convenient terminus/layover location. Dedicated bus interchanges are situated at a number of locations across the city centre; the most popular location for bus termination is Parker Street, which is currently operating above its design capacity and this creates congestion and pedestrian safety issues around the access and egress on Portland Street and Mosley Street.

74. Shudehill Interchange, which was completed in 2003 as a purpose built bus interchange, is not running to its operational capacity and there is the potential to use it more to re-balance where services terminate in the city centre – particularly as demand for bus services grows. In addition, there are a significant number of on-street stopping locations that provide limited provision for passengers.
75. There remain negative perceptions about bus services amongst many commuters and this may make it difficult to attract people from their cars. Issues that are cited include complexity of the commercial network, poor punctuality and reliability, high fare levels for some journeys, variable vehicle quality and the lack of smartcards.
76. The bus industry has delivered improvements on some key services in Greater Manchester. However, each individual company's commercial decisions have also led, in part, to a fragmented bus network where bus journeys to key parts of the conurbation through the city centre are not possible without interchange. This leads to a higher cost of travel and greater inconvenience for those wishing to travel across Greater Manchester.
77. Another key issue is how bus services can most effectively be co-ordinated to make the best use of the city centre's highway infrastructure, including the Cross City bus priority corridors, and so deliver the enhanced connectivity that is an essential prerequisite for the growing city centre economy. The Local Transport Act 2008 provides a more effective way for the GMITA/GMPTE and the Council to take forward two broad policy options: to work in partnership with bus operators within the existing deregulated bus market; or to introduce some form of bus franchising, known as Quality Contracts.
78. Previous legislation introduced the concept of Statutory Quality Partnerships (SQPs), but because of their limitations there has been little take-up across the UK. The 2008 Act made changes to the scope of SQPs, making it possible to include standards relating to minimum frequency or timing of services and specify the maximum fare that may be charged for a particular journey. The Act also allows GMPTE to broker agreements between operators to better coordinate service provision. Any partnership arrangements will need to be robust and ensure that all bus operators providing services that enter the city centre deliver the required services to a consistently high standard.
79. Provisions for the introduction of Quality Contracts need to satisfy public interest tests and would not be a straightforward or a swift process. Whilst the benefits of bus franchising such as being able to secure truly integrated ticketing, fully coordinated routes and schedules are significant, these also need to be placed in the context of costs and affordability.
80. The City Council will work closely with the GMITA/GMPTE to secure the best outcomes possible for the level of public investment being made to improve the bus offer and drive up patronage. This will require us to evaluate the most effective mechanism to engage bus operators in delivering the scale improvements needed to ensure that we are getting the best return for the significant investment we are

making. As part of the City Region Pilot, we are working with DfT to determine how we best strengthen the overall bus offer across Greater Manchester to ensure that we are securing the best value for existing users and potential passengers.

#### *Highways, Parking and Servicing*

81. Manchester has an extensive and well developed highway network, with good access to the motorway network and numerous access routes into the city centre. As with all large metropolitan centres, the city has been dealing with the increase in highway demand that is associated with a successful and growing economy. Manchester experiences significant delay during the morning peaks at some key junctions which affects routes into the city centre and on the Inner Ring Road (IRR). The average number of car trips during the morning peak into the city centre is approximately 27,000. This equates to around 22,000 cars entering the city centre. Like rail trips, the city centre has a significant influence on north Cheshire and south Lancashire but also Derbyshire and West Yorkshire. These factors all contribute to significant pressure on the city centre highway network.
82. Unconstrained growth in road vehicle traffic is not sustainable in the long-term. However, it is important that access for vehicular traffic is maintained and the council aspires to hold the numbers of vehicles at current levels. This will be achieved not only through the substantial investment in public transport being delivered through GMTF, but also through the removal of some vehicle trips in the centre. Around a quarter of vehicle trips into the city centre in the morning peak are considered to be driving through the city centre highway network, when it would be more appropriate to make more effective use of car parking provision, and capturing cars further out to use the strategic highway network, including the IRR and other orbital routes. These trips can be broken down into those that are genuine through trips with no purpose in the city centre and a larger number that are driving across the city centre to reach a car park on the other side.
83. If we are to ensure that pressures on the highway network within the M60 do not constrain our prospects for economic growth, it is essential that we plan improvements in a manner that makes best use of existing assets and which clearly prioritise where scarce investment funding might best be deployed. As both the Eddington Report and MIER have concluded, mitigating the impacts of congestion will yield strong benefits to both the economy and the environment. The city will work with the Highways Agency and the adjoining local highway authorities to develop better plans for making best use of, and developing, the strategic highway network within the M60, based upon revised traffic management, prudent investment interventions and a new model of cross agency working.
84. The IRR is a key part of the city centre highway infrastructure. Progression of traffic around the IRR is becoming increasingly slow and greater demands on this route are anticipated in the future. The IRR has the potential to intercept traffic before progressing into the city centre and direct it more appropriately around the IRR. In addition, other orbital routes can provide alternatives around the centre and would be expected to take some of this traffic as the city centre expands.
85. A key consideration for drivers is the availability of the most appropriate type of car parking. There are just over 100 public car parks in the city centre providing around 21,000 spaces. The city centre has a good supply of different types of car parking but access to these car parks is hindered through a lack of a coherent signing and access strategy. This requires an extension and review of the existing IRR signing

arrangements and a review of the VMS signs. In addition, the motorcycle is an increasingly popular mode of transport, and the city centre has a limited supply of motorcycle parking located in key areas. This also needs to be addressed as part of a more comprehensive parking strategy.

86. The city centre area covers the administrative boundaries of Manchester and Salford and the cross-boundary area in particular has seen an increase in the supply of low priced all-day car parking. It will be important for both authorities to work together to develop a co-ordinated strategy for the delivery of on-street and off-street parking that meets the needs of the wider city centre.
87. Taxis and private hire vehicles play an important role in complementing the conventional public transport system. Taxi bays are provided outside the main areas for interchange in the city centre such as Piccadilly Rail Station and Portland Street. There are some limited issues regarding taxi waiting for example around Piccadilly Station and on Fountain Street. The recent introduction of taxi marshalling in the evenings has helped to reduce night time incidents around The Printworks.
88. A successful economy also needs to maintain good access for service and delivery vehicles. Their needs are different to those of a private vehicle user. There are a significant number of businesses that require access to on-street loading bays near their units. This often conflicts with the aspirations for increased public realm improvements and improved public transport links.

#### *Pedestrian Movement and Public Realm*

89. A safe and attractive pedestrian network is essential to ensuring the success and vibrancy of the city centre. Ensuring pedestrians can reach all the business, social, leisure and tourist venues in the city centre involves creating a pleasant environment and reducing conflicts with other modes. The growing city centre economy needs to be united through well thought out design, ensuring that the city centre is not just the location of desirable services but is also serviced by desirable public realm.
90. Improving pedestrian safety is a key objective. There are a number of wide traffic corridors in the city centre, in particular, Portland Street, Deansgate, Oxford Road and Princess Street are dominated by heavy traffic flows and are difficult to cross for pedestrians.
91. Conversely, it is Manchester's experience that creating completely traffic free streets can be counter-productive. At times, when footfall is low, the actual and perceived level of threat to personal security is increased on traffic-free streets. Disability Groups have also identified that access to businesses in wholly pedestrianised areas is not easy and are also difficult to negotiate for blind pedestrians.

#### *Cycling*

92. Cycling has great potential to be a key sustainable mode for trips into Manchester City Centre. At the moment, there are some significant gaps in infrastructure provision on key links into the centre and increasingly, a shortage of secure cycle parking spaces. As a key part of the GMTF Accelerated Package, the bus improvement works include provision for the extension of many cycle lanes in the city centre. This includes provision for cycle parking at key destinations along the routes.
93. Road safety is a key consideration for cyclists. There are currently a number of areas where cyclist movements conflict with other modes. Where these conflicts between different modes exist, it is important to investigate the range of options

available to improve, in particular, the safety of both pedestrians and cyclists and reduce the need for further intervention.

94. The current cycle strategy for the city centre was introduced in 2001 and has not been updated to reflect the subsequent changes since. It is important that the city centre has an up-to-date and relevant cycle strategy to ensure that cycle infrastructure is implemented in a co-ordinated manner.
95. Wider Greater Manchester figures suggest that 78% of trips are less than 5km, a distance that can easily be cycled, yet 56% are by car and only 1% by bike. There is potential to encourage greater use of the cycle through the Smarter Choices programme. This would be a key element of the city centre cycling strategy and essential in encouraging modal shift towards cycling. There is also a need to work with developers and businesses to incorporate facilities such as showers, lockers and secure parking within buildings.

#### *Smarter Choices and Integration*

96. The City Council is widely supportive of the 'Smarter Choices' agenda which makes use of marketing, information and advice to encourage people to change their travel habits. This includes the use of travel plans that set targets on travel behaviour, national schemes such as the cycle to work scheme and individual actions such as car sharing. 'Smarter Choices' techniques are now being gradually applied in the city centre. The city council has a travel plan covering all its employees and requires all new developments to prepare a plan as part of the planning process. For example, the Co-op is in the process of preparing a plan for its HQ development. Extending the number of city centre organisations with travel plans and, more importantly, implementing them would support a number of other aspirations in this strategy
97. The city centre suffers from limited integration across the different public transport modes and the service providers. Ticketing arrangements are not a seamless process and passengers are often required to buy multiple tickets to travel on different services. Further steps need to be taken towards the introduction of an integrated ticketing system, preferably with some form of fares charging bands or zones and utilising 'Smartcard' technology. There is no active information system that keeps passengers updated about the location of public transport and anticipated arrival times. Solving these issues would improve passenger confidence and make public transport more attractive, particularly to infrequent users.

#### *Summary*

98. The scale of the challenge for this strategy is very clear – transport must not become a constraint on the continuing economic growth of the city centre and therefore the wider city region and indeed the economic potential of the North of England. Based on the additional job forecasts, the transport strategy needs to be multi-modal in nature and must be able to accommodate up to a third extra trips into the city centre by 2020. The transport strategy for the city centre needs to deliver into the future.

### Chapter Three: The Strategy

99. The city region has the funding in place to deliver transport improvements. The next essential stage is to improve and strengthen the city region governance arrangements. Without this scale of ambition and approach, the city region cannot develop the transformational transport systems and services necessary to bring about the self-sustaining economic growth that is our aim.
100. Capitalising on the opportunities of this step change in the quality of the transport system in the next 10-15 years will only be possible with a strong collective effort between different parts of Government – local, regional and national together with the private sector transport operators - to ensure mutually supporting investments are made that reflect the economic significance of the city region and which therefore maximise the broadest economic impact as a result.
101. The following pages set out, mode by mode, the forecast demand, the key issues, our planned schemes and interventions and our proposed way forward. The positive message is that, through identified funding streams, including the agreed £1.5 billion GMTF, we are well positioned to meet our future transport challenges. However it is clear that we need to work across all stakeholders to secure other investments and contributions to maximise our overall outcomes in terms of both capacity and quality of provision.
102. Committed funding from all sources will deliver the following schemes that impact on the city centre:
  - New Metrolink extensions (Ashton, East Didsbury, Oldham and Rochdale Town Centres and Manchester Airport), more park + ride at Metrolink stations and a second city Metrolink crossing;
  - A series of new cross-city bus connections including a scheme from Boothstown to the city centre that links into the Leigh-Salford-Manchester Busway scheme;
  - Additional (but not enough) rail rolling stock, more park + ride and improvements to some station improvements; and
  - A range of highway and signage measures together with investment in cycling and improvements to the public realm in the city centre.
103. It is clear however, that more will need to be done to deliver on a range of outcomes that will be critical to the future success of the city centre economy. Within the context of the City Region Pilot, AGMA will examine how Manchester can assume responsibilities and influence comparable to Transport for London and the robust governance arrangements that will be necessary to support this. In particular we will need to:
  - Secure greater levels of influence over the bus network and the delivery of quality bus improvements, particularly around integration, information, fares and ticketing;
  - Secure investment in a more efficient highway and signage network that will help us tackle congestion and improve traffic movements around rather than through the city centre; and
  - Work with DfT, local businesses, transport operators and other key stakeholders to deliver a variety of pilot projects aimed at securing travel behavioural change, including innovative means of travel information, safety and security and marketing initiatives.

104. GMTF does not include any funding for heavy rail as the Government had already made a commitment to deliver sufficient rolling stock through a programme called HLOS. However, the delivery, in full, of that commitment is currently at risk and therefore we need to develop a new, strengthened relationship between the city-region and the DfT to better align priorities and the distribution of available resources to give greater input over capacity requirements, service specifications and capital investment. This will help deliver more rail rolling stock over and above that currently being committed by Government together with a more effective funding model for improvements to key rail stations.
105. This city centre transport strategy will enable the effective delivery of transport schemes that support the aspirations of the city and its partners. This includes delivering the funded package of works and supporting the case for improved governance. Fundamentally, this ambitious programme marks Greater Manchester apart from other city regions.

**Metrolink**

106. Currently, some 6,000 passengers travel into Manchester during the peak two hours. By 2020, we expect this to reach 16,000. The good news is that, through the GMTF, the funding is in place to deliver the schemes that will ease existing overcrowding and cater for the projected additional demand.

Key Issues Summary
<ul style="list-style-type: none"> <li>▪ <b>Addressing peak overcrowding</b></li> <li>▪ <b>Improving the quality of the rolling stock</b></li> <li>▪ <b>Increasing Park and Ride capacity</b></li> <li>▪ <b>Addressing operational resilience in the city centre</b></li> </ul>

107. Work is currently under way to convert the former Oldham - Rochdale rail line to Metrolink and to build new extensions from Piccadilly to Droylsden and from Trafford Bar to Chorlton. Through the GMTF, funding is also now in place to further extend the schemes under construction to Ashton, East Didsbury, Oldham and Rochdale town centres and Manchester Airport. The city centre strategy needs to build on the infrastructure being delivered under this programme. To accommodate these additional tram movements, a second Metrolink crossing through the city centre is planned.

108. Through the provision of these new lines, additional trams, extra park & ride spaces and new ticket machines, it is anticipated that, by 2016, the extended Metrolink network will be able to carry 16,000 passengers per peak period. The Metrolink Phase 3a extensions are currently under construction and contractual terms for the Phase 3b Metrolink lines will be concluded as early as possible in 2010.

Funded schemes and interventions	Delivered by
<ul style="list-style-type: none"> <li>▪ <b>Deliver 40 additional trams to ease overcrowding and operate the new services</b> <ul style="list-style-type: none"> <li>▪ <b>12 trams being delivered immediately</b></li> <li>▪ <b>28 delivered with Phase 3a</b></li> </ul> </li> </ul>	<b>From 2009</b>
<ul style="list-style-type: none"> <li>▪ <b>Build new spur to mediacity:uk complemented by enhanced service provision</b></li> </ul>	<b>2010</b>
<ul style="list-style-type: none"> <li>▪ <b>Increase car parking provision at Metrolink stations from current 1,340 to 2,750 spaces</b></li> </ul>	<b>2012</b>

Funded schemes and interventions	Delivered by
<ul style="list-style-type: none"> <li>▪ <b>Complete Phase 3a (currently under construction)</b> <ul style="list-style-type: none"> <li>▪ <b>mediacity:uk</b></li> <li>▪ <b>Central Park</b></li> <li>▪ <b>Oldham Mumps</b></li> <li>▪ <b>Rochdale railway station</b></li> <li>▪ <b>Piccadilly to Droylsden</b></li> <li>▪ <b>Trafford Bar to Chorlton High</b></li> </ul> </li> </ul>	<p style="text-align: right;"><b>2012</b></p> <p style="text-align: right;"><b>Summer 2010</b></p> <p style="text-align: right;"><b>Spring 2011</b></p> <p style="text-align: right;"><b>Autumn 2011</b></p> <p style="text-align: right;"><b>Spring 2012</b></p> <p style="text-align: right;"><b>Spring 2012</b></p> <p style="text-align: right;"><b>Spring 2011</b></p>
<ul style="list-style-type: none"> <li>▪ <b>Complete Phase 3b (together with further trams)</b> <ul style="list-style-type: none"> <li>▪ <b>Chorlton to East Didsbury</b></li> <li>▪ <b>Droylsden to Ashton</b></li> <li>▪ <b>Chorlton to Manchester Airport via Wythenshawe</b></li> <li>▪ <b>Oldham and Rochdale Town Centres</b></li> </ul> </li> </ul>	<p style="text-align: right;"><b>2013</b></p> <p style="text-align: right;"><b>End 2013</b></p> <p style="text-align: right;"><b>2016</b></p> <p style="text-align: right;"><b>2014</b></p>
<ul style="list-style-type: none"> <li>▪ <b>Complete 2nd City Crossing</b></li> </ul>	<p style="text-align: right;"><b>2016</b></p>

*Way Forward*

109. The key strategic priority within this strategy is to ensure that the Council works closely with GMPTe to plan the delivery of this programme. This must ensure that the benefits of the scheme for city centre users are maximised and that the disruption to current users and other modes is minimised. The Council will contribute to the programming and design of the Metrolink network and service specification. This will include looking beyond the current programme to identify any future issues with expansion of the network.
110. Work has already begun around St. Peter’s Square and Mosley Street, through reorganisation of the bus network, to ensure better movement through the city centre for trams. The Council will work with GMPTe to maintain service standards in the city centre and deliver the journeys that people require to the standard they expect.
111. The Council will support GMPTe in securing the necessary powers to build a second city Metrolink crossing in a manner that minimises the impact on neighbouring properties and ensure that it is designed to meet the city’s aspirations for high quality public realm.
112. It is critical that the additional tram movements are managed at major junctions in order to minimise conflict with other traffic and with pedestrians, for example, at the junction of Fountain Street with Market Street.
113. A further key consideration will be the need for careful planning to minimise disruption during the construction of the second Metrolink crossing in the city centre.
114. The Council will work with key stakeholders to ensure the delivery of better passenger information, signage and integration with bus and rail in order to take full advantage of the extended network. This will allow the city to accommodate the near trebling of passengers anticipated on Metrolink and ensure that appropriate supporting infrastructure at stops can be delivered.
115. The Council will need to work with GMPTe and neighbouring local authorities to deliver an extended programme of park & ride together with additional tram capacity to help manage the growth in car traffic into the centre.

## **Second City Crossing (2CC)**

The impact of all the funded Metrolink extensions and service enhancements will be to treble, by 2021, the number of passengers accessing the city centre by tram. The additional number of tram movements will place significant demands on the existing system giving rise to the need for additional capacity in the City Centre.

Metrolink services in the city centre currently operate along Mosley Street and High Street when travelling directly between Altrincham and Bury. Services to Piccadilly Station diverge in Piccadilly Gardens to run to the terminus at Piccadilly Station.

As Phase 3a comes into service by 2012, the new routes to Rochdale and Chorlton will result in a further group of services passing along Mosley Street / High Street. Droylsden services, which will be formed by extending services eastwards out of Piccadilly on the new alignment to East Manchester, will not impose any greater demands on Mosley Street and High Street.

Similarly, the extensions from Chorlton to East Didsbury and from Droylsden to Ashton do not increase the number of services passing through the city centre.

However, the Manchester Airport extension together with the Oldham and Rochdale town centre extensions would push the demand for services through the city centre beyond its practical limit, particularly along Mosley Street.

### **The Need for a Second City Crossing**

GMPTA is therefore, promoting a Second City Crossing which will provide:

- Increased operational capacity for all the Metrolink extensions;
- Improvements in the reliability of all Metrolink services including the new routes;
- The capacity to accommodate additional services beyond those currently committed and to extend services from mediacity:uk into the city centre without having to change trams on-route;
- The flexibility to serve special events; and
- Reduced disruption caused by future maintenance and renewals in the city centre by providing a diversionary route when one of the two is obstructed for any reason.

### **The Proposed Route**

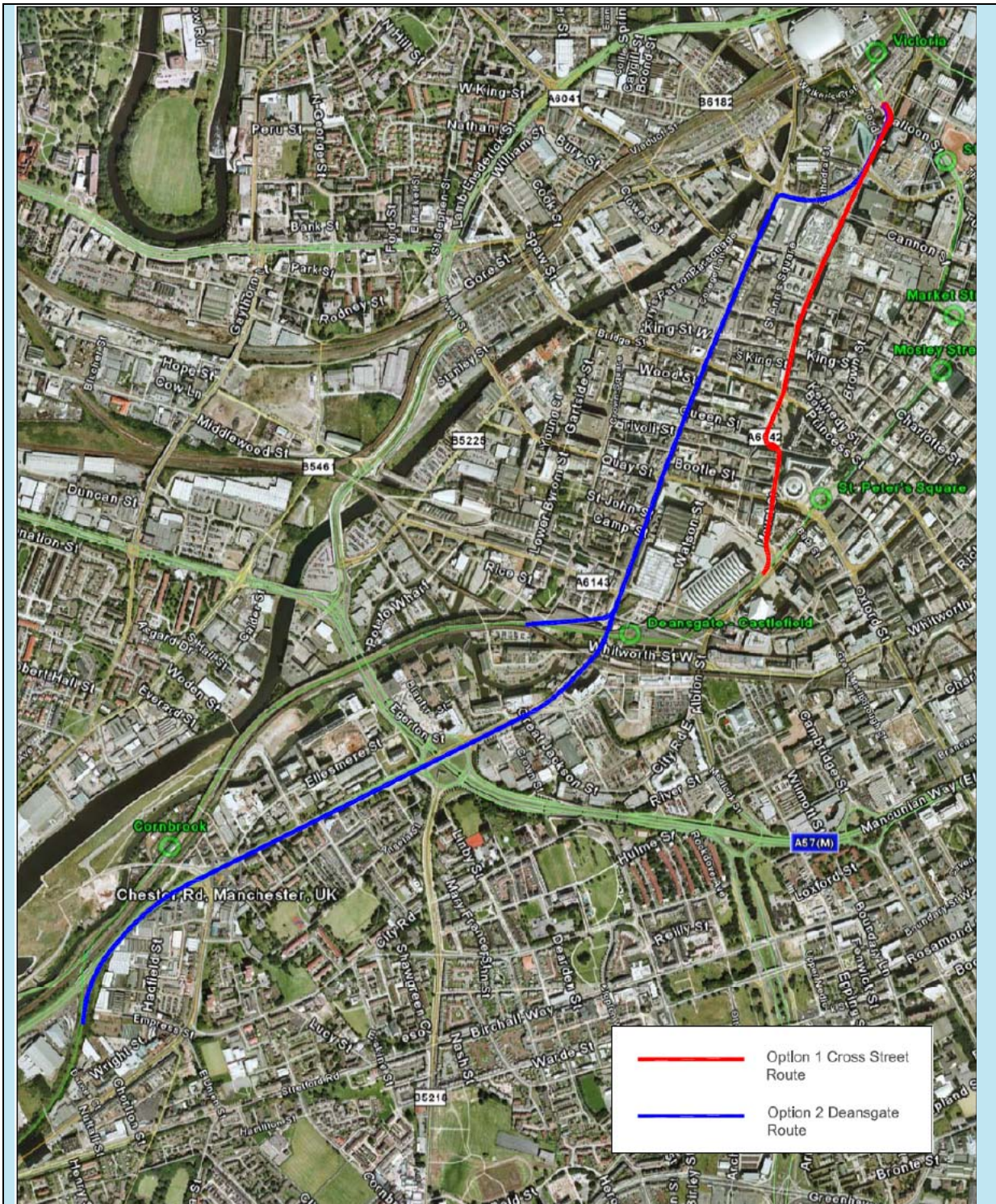
The proposed route starts on the ramp alongside Manchester Central Exhibition Hall (formerly G-Mex) and runs along Mount Street, Cross Street (via Albert Square) and Corporation Street to rejoin Metrolink outside Victoria Station.

There would be two new stops sited in the Mount Street / Albert Square and Corporation Street / Exchange Square areas.

The proposed scheme provides the most direct route between Manchester Central and Victoria station. On-street running with traffic would be restricted to short lengths of road which should ensure reliable operation. Sensitive design will be needed around a number of listed buildings and measures will be incorporated to mitigate noise and vibration to adjacent properties.

### **Alternative Route**

An alternative route has been considered as part of the analysis. This ran between Trafford Bar and Cornbrook, south of the IRR, and would have run on-street along Chester Road and Deansgate before turning to pass The Triangle into Corporation Street to rejoin the existing line at Victoria.



The alternative route was significantly longer than, and would cost around twice as much as the proposed route. Additionally, the alternative route did not attract the same level of patronage to justify the additional costs. As the cost differential is so large, and the other factors affecting the alternative route provide no significant advantage over the Cross Street route, it would not meet GMITA's/GMPTE's criteria for investment.

The proposed Cross Street alignment is the only one which represents value for money. In particular it:

- Provides quicker journey times into and across the city centre;
- Allows full connectivity between routes at Cornbrook (for example, mediacity:uk services could be extended to Victoria in the future);
- Is shorter and more economical to build;
- Has lesser impacts on other traffic in the city centre; and
- Allows Metrolink stops to be built in key city centre locations.

There are nevertheless a number of significant issues still to address including proximity to a number of listed / historic buildings (such as the Royal Exchange) along or near the alignment together with potential visual impacts in sensitive and / or well-used public spaces such as Albert Square and Exchange Square. Detailed access and servicing arrangements will be developed particularly in the vicinity of the proposed stops.

GMPTTE will be carrying out a more detailed consultation on the proposed route in Spring 2010.

**Rail**

116. The rapid growth experienced in recent years means that some 21,000 passengers now access the city centre in the morning peak period by rail with well-documented problems of overcrowding on a number of key routes. Evidence from local train operators is that passenger numbers are continuing grow.

**Key Issues Summary**

- **Address peak overcrowding**
- **Increase network capacity**
- **Improve rail connections**
- **Improve rolling stock quality**
- **Secure greater influence over rail decision-making**

117. In line with the forecasts for job growth in the city centre, we expect demand for rail to reach around 29,000 passengers in the morning peak by 2020. However, the additional rolling stock numbers currently being proposed by DfT fall well short of this likely level of demand, leaving the city facing a continued shortfall in capacity. In addition, major investment is needed around the two ‘gateway’ rail stations. Delivering on these improvements represents a key challenge in the current economic climate however the Council is committed to exploring all available options.

118. The rail network provides an important park and ride function for Manchester City Centre. The current provision is well used and proposals exist to deliver additional park and ride spaces at key stations through the GMTF Accelerated Package.

Funded schemes and interventions	Delivered by
▪ <b>Improvements to platforms at some stations, passenger waiting facilities at Victoria and Oxford Road stations</b>	<b>2010</b>
▪ <b>Improvements to disabled access provision at Oxford Road station</b>	<b>2010</b>
▪ <b>Increased car parking provision at a number of rail stations</b>	<b>2012</b>
▪ <b>Improved journey times to Liverpool through DfT’s electrification scheme</b>	<b>2013</b>

Funded schemes and interventions	Delivered by
<ul style="list-style-type: none"> <li>▪ <b>Increase rolling stock capacity committed by DfT for additional passengers through HLOS</b></li> </ul>	<b>2014</b>

*Way Forward*

119. To address the immediate priority of overcrowding, the Council, working together with GMPTE, will continue to press the DfT to deliver both the rolling stock capacity and quality improvements it has already committed to by 2014. Although passenger numbers in Greater Manchester continue to grow, the DfT are now proposing that Northern Rail's and TPE's allocation for additional rolling stock is cut. Our analysis has clearly demonstrated that this reduction in the number of carriages will not provide enough capacity to meet the city-region's needs for the period up to 2014. Through the city region pilot, we will develop a closer working relationship with DfT to ensure that future rail capacity, including rolling stock allocation, is jointly agreed, based on robust evidence and that the whole rail investment process is more responsive to the economic needs of the city.
120. The city will work with Government, Network Rail and developers to develop a new approach to funding that will allow a substantial improvement to the passenger facilities at Victoria, Oxford Road, Salford Central and Salford Crescent. At these locations, together with the opportunity around the Mayfield development, it will be important to develop proposals that bind these sites closely into the city transport system and plans for urban development. While monies for some small scale refurbishment has been made available at some city centre stations, major investment not been possible because of uncertainties surrounding funding.
121. Victoria station in particular must become a major priority for Network Rail and the Council together with GMPTE will press them to bring forward proposals to transform the station including its adoption as a "Network Rail Managed Station" giving it the same status as Piccadilly.
122. We need to ensure that Network Rail's electrification of the line to Liverpool via Chat Moss maximises the spin-off benefits to commuters, through, for example increased Park & Ride. The reduced journey times that this proposal will deliver extends the potential labour pool for the city centre and improves the overall connectivity of the city-region.
123. GMPTE, as part of the city region pilot, will develop the economic case for further expansion of commuter rail capacity into Manchester for the years beyond 2014 and ensure that this is incorporated in DfT plans for new franchises and the 2012 High Level Output Specification. This should aim to provide trips for around 4,000 additional rail users daily.
124. The city will continue to work with the Government, the Northern Way, GMPTE and Network Rail to develop a solution to the network capacity issues around Manchester – the Manchester Hub. Resolving these problems will be the key to unlocking the potential of the rail network for the whole of the North of England and will require significant infrastructure works to achieve its objectives.
125. Manchester City Council supported by AGMA, GMITA and other partners will continue to make the case for a High Speed Rail link that connects Manchester to Birmingham, London and the potential future network. The city will work with GMPTE to ensure that High Speed Rail proposals are developed in a manner consistent with

the Manchester Hub proposals, and one that best complements local rail services are maximised. It will also be important to ensure that in developing railway stations for a High Speed line they should be integrated into the transport and spatial plans for the city centre.

**Bus**

126. Currently, some 25,000 passengers arrive by bus in the city centre during the morning peak. By 2020, buses will need to provide for at least an additional 5,000 passengers in the same period in a way that meets the city’s economic, social inclusion, low carbon and air quality objectives.

127. To attract new users particularly from car, the bus network will need to deliver quality improvements that will make it more attractive to commuters.

Improvements need to be delivered in journey speeds, reliability and punctuality. These are key areas that current and potential bus users view as fundamental to any urban bus transport system. There is a need for a comprehensive and stable network to better meet the future needs of the city region including integrating services, especially with Metrolink. The image of the bus will be increasingly important and a modern bus fleet with high standards of customer service will be essential to attract new passengers.

**Key Issues Summary**

- **Improving journey time reliability**
- **Tackling delays in the city centre**
- **Improving the vehicle emission standards**
- **Review and upgrade stopping locations in the city centre**
- **Increased influence over bus issues, particularly multi-operator ticketing, network design, real time passenger information and vehicle quality**

Funded schemes and interventions	Delivered by
▪ <b>More effective use will be made of Shudehill interchange through relocation of existing on-street facilities</b>	<b>2010</b>
▪ <b>Deliver new bus routes that connect north and south Manchester through the city centre. The proposed routes include:</b> <ul style="list-style-type: none"> <li>▪ <b>Swinton to Manchester Royal Infirmary, including a connection to the Leigh-Salford-Manchester Busway;</b></li> <li>▪ <b>Middleton to Manchester Royal Infirmary; and</b></li> <li>▪ <b>East Didsbury to Pendleton.</b></li> </ul>	<b>Phased construction through to 2013</b>
▪ <b>To reduce pressures on city centre streets, new sites will be made available for bus turnaround and layover until such time as permanent interchange capacity can be delivered</b>	<b>2012 onwards</b>
▪ <b>The Metroshuttle network will be developed to complement Metrolink and the Cross-City Bus Package</b>	<b>2012 onwards</b>
▪ <b>Continued traffic management and bus lane enforcement</b>	<b>Ongoing</b>
▪ <b>Complete the Leigh-Salford-Manchester Busway</b>	<b>2012 onwards</b>

### *Way Forward*

128. The Council and GMPTE, through the Greater Manchester Transport Fund will implement a package of bus priority measures, supported by bus lane and traffic management enforcement, to improve bus speeds and reliability in the city centre. These improvements are key to delivering the wider strategy objective of increasing the attractiveness of bus journeys. To complement these operational improvements further progress also needs to be made in improving the quality of buses and particularly the introduction of cleaner engines.
129. We expect around an additional 5,000 bus passengers in the morning peak by 2020. This level of growth in passenger demand requires significant changes to bus operations in the city centre. The Council, together with GMPTE and the operators, will work to deliver the needed additional capacity whilst, at the same time, balancing the needs of other demands on the city centre road network.
130. GMPTE and GMITA are developing a bus strategy that seeks to increase bus patronage (including attracting more people from their cars), secure improved bus services in terms of the quality of vehicles, their punctuality and greater network coverage, particularly in the evenings and on Sundays. These changes could be delivered either through agreement with bus operators using powers provided through the Local Transport Act 2008 covering tendering, Voluntary Agreements and Quality Partnership Schemes (QPS), or through a Quality Contract Scheme (QCS).
131. The outcome of this process must be a step-change in the quality and capacity of the bus network including commitments from the bus operators that lead to improvements in terms of punctuality and reliability, vehicle and driver quality, better interchange and integration (including ticketing) between buses and with other modes and affordable fares. The city will also be seeking more formal arrangements for dealing with bus routing issues into and through the city centre together with more effective management of termination, waiting and layover.
132. In the short term, it will be essential to optimise the use of existing facilities such as Shudehill as there will be limited funding available to provide any new off-street interchanges. In the longer term, it may be possible to develop future interchanges for example at Chorlton Street or in the areas around Salford Central and Mayfield that will be brought forward once funding is available. The development of any new interchanges will be conditioned by the availability of opportunities. In developing any such plans, the Council is keen to ensure that bus passengers are still able to get to their destinations with ease – and hence sites that allow for buses to pass close by main areas before terminating are to be preferred over those that leave passengers on the edge of the city far from their ultimate destination. The Council has a desire to initially reduce the scale of operations at Parker Street in Piccadilly Gardens, and ultimately remove the facility, but recognises the challenges associated with finding a suitable alternative.
133. The Council will work with GMPTE and the bus operators to develop a future bus termination plan that will allow a phased relocation of bus services into dedicated interchanges.
134. The city's plans to extend pedestrian priority and improve the public realm in some areas will mean that buses will be relocated from certain parts of the city centre including Mosley Street, St Peter's Square and Victoria Street. The Council will work closely with GMPTE and bus operators on a new bus routing strategy that will allow

us to achieve our objectives while ensuring that bus passengers are still able to access employment, shopping and leisure destinations.

135. We will also continue to work with GMPTE and bus operators to deliver bus services that will allow Manchester residents to access new jobs and training opportunities in the city centre and beyond, focusing in particular on access from “hard-to-reach” neighbourhoods and on running increasing frequencies in the early morning and late evenings so reflecting the increasing “24 hour” nature of the city centre.
136. Metroshuttle now carries over 2.6 million passengers per year linking together public transport gateways and car parks with the main shopping, business and visitor locations. The implementation of Cross City bus services together with other potential routing changes will mean that Metroshuttle routes will need to be kept under review to ensure that they continue to meet the needs of a growing and expanding city centre. GMPTE will be re-tendering the services in the early part of 2010 and this will see the introduction of a new fleet of more modern vehicles. As part of this process, the city council has supported a successful bid to the DfT’s Green Bus Fund for the new fleet to be more environmentally-friendly diesel-electric hybrid vehicles.

### **Cross City Bus Package**

GMPTE, working in partnership with Manchester, Rochdale and Salford Councils, has developed a package of cross-city centre bus infrastructure measures. These would enable improved transport connections along three of the city region’s busiest roads through the city centre to provide new opportunities to access employment, healthcare and education by enabling bus services from Middleton, Salford and Parrs Wood to run across the city centre and along Oxford Road without needing to change buses. Subject to GMPTE securing the necessary approvals, the schemes are planned to start in 2010 with completion in 2013. Further consultation with local businesses and residents will be undertaken through the detailed design stages.

#### *The Proposals*

The package is part of the £1.5 billion GMTF improvements. All three schemes in the Cross City Bus Package converge on the city centre;

- From J14 of the M60 in Worsley, along the East Lancs Road (A580) and A6;
- From Middleton, along Rochdale Road and Manchester New Road (A664); and
- From Parrs Wood via Wilmslow Road and Oxford Road.



#### *City Centre Bus Priority*

Within the city centre, the schemes will include the provision of bus priority measures along Oxford Street, Princess Street, John Dalton Street, Bridge Street, Portland Street, Church Street and Shudehill. These measures will improve the

speed and reliability of buses; complementary measures will also be introduced to encourage cycling and ease pedestrian crossing.

The proposals include changes to the traffic flows on Portland Street and Princess Street to allow for the necessary bus priority. In the main, these changes will limit traffic along these streets to “access only”. A section of the street will be limited to buses, licensed hackney carriages and cyclists to enable an improved link from St Peter’s Square to Mosley Street and beyond to Piccadilly Gardens for pedestrians as well as improving journey time reliability for Metrolink passengers. Through traffic will be encouraged to use sections of the Inner Ring Road, or alternative orbital routes if more appropriate. The southern section of Princess Street, south of Whitworth Street will revert to two-way traffic to improve access to and from Upper Brook Street, providing an alternative to Oxford Road.

*Oxford Road*

It is also proposed to remove general traffic from Oxford Road between Hathersage Road and Grosvenor Street. The road will be redesigned to accommodate two lanes for buses, licensed hackney carriages and emergency vehicles. Separate cycle lanes are also proposed. The remainder of the highway will be given over to pedestrians and public realm to enhance the attractiveness and safety of the University and Hospital environs.

Access to the area will be facilitated by cross movements from the parallel routes of Upper Brook Street and Higher Cambridge Street / Upper Lloyd Street to permit servicing and access to car parks. North of Grosvenor Street to Portland Street, Oxford Road / Street will follow the same layout, albeit with limited access for servicing properties. Complementary traffic management measures will be implemented on adjacent corridors to facilitate any displaced traffic; however our modelling suggests that this traffic will be dispersed over a wide area.

In order to maximise the benefits of the Cross-City scheme, the Council and GMPTE are seeking to enter into a Statutory Quality Partnership (SQP) with bus operators to deliver the appropriate operational, service quality and environmental outcomes on these corridors.

**GMPTE carried out a separate public consultation on the Cross City proposals during 2009, and are now considering possible amendments prior to seeking formal powers to construct the schemes.**

***Cars, Highways and Parking***

- 137. Private cars remain an important mode of access to the city centre particularly for commuting, shopping and leisure – overall demand has increased by 10% since 1997 although car’s share of trips in the peak has fallen.
- 138. This strategy recognises that it will be important to retain good access to the city centre for both cars and service traffic.

**Key Issues Summary**

- Resolving peak period junction delay
- Reducing the number of through and ‘far side’ trips using the city centre
- Reviewing and improving city centre car parking and signing
- Maintaining good levels of access to car parking and servicing
- Need to review the function and operation of the IRR

139. However, continuing growth in car trips is unsustainable and will need to be managed if we are to avoid levels of congestion that would damage the city centre’s economic prospects and disadvantage those who have no option but to drive into the city, including those businesses which rely on the roads for servicing.
140. Currently, there are some 22,000 cars entering the city centre during the two hour morning peak, carrying a total of 27,000 people – representing a third of all trips. By improving the quality and capacity of public transport, increasing park & ride options and by promoting Smarter Choices and changes in travel behaviour, our strategy aims to increase the average car occupancy rate so that while the number of people travelling to the centre may grow to around 35,000, the actual number of cars will remain constant at around 22,000. This will also include capturing vehicles before they reach the city centre and diverting them to alternative routes if their journey does not have a destination in the centre.

Funded schemes and interventions	Delivered by
<ul style="list-style-type: none"> <li>▪ <b>Tackle congestion on priority routes serving the city centre as part of the Greater Manchester Congestion Target Delivery Plan</b></li> </ul>	<b>Ongoing</b>
<ul style="list-style-type: none"> <li>▪ <b>Upgrade of the UTC system in the city centre</b></li> </ul>	<b>2010</b>
<ul style="list-style-type: none"> <li>▪ <b>Upgrade and expansion of the City Centre Car Park Guidance (VMS) system</b></li> </ul>	<b>2010</b>
<ul style="list-style-type: none"> <li>▪ <b>Work with the Co-op to re-route the IRR so as to reduce the impact of Miller Street and better integrate their development with the city centre</b></li> </ul>	<b>2012</b>
<ul style="list-style-type: none"> <li>▪ <b>Expansion and development of the Metroshuttle free city centre bus (linking public transport termini and car parks to the business and retail areas)</b></li> </ul>	<b>2012</b>
<ul style="list-style-type: none"> <li>▪ <b>Introduce traffic management measures and improved signage in the IRR to develop more appropriate routing strategies so as to reduce the number of unnecessary through and “far-side” car journeys in the city centre</b></li> </ul>	<b>2016</b>

141. The Greater Manchester Congestion Target Delivery Plan, funded through the second Greater Manchester Local Transport Plan, addresses traffic conditions along 15 key routes, a number of which serve the city centre. Working with other agencies, we are continuing to identify relatively modest interventions (but with cumulative potential) that can help tackle congestion, including traffic management and parking measures, enforcement and better co-ordination of traffic signals. We are also working with key employers along the routes to develop and implement travel plans.
142. A number of schemes have been identified on radial routes, orbital corridors and junctions on the Inner Ring Road for improvement including:
- Mancunian Way/Trinity Way/Water Street junctions;
  - Great Ancoats St junctions;
  - Cheetham Hill Road / New Bridge Street junction;
  - Miller Street - Addington Street / Swan Street;
  - Cheetham Hill Rd / Queens Rd;
  - Queens Rd / Rochdale Road;
  - Rochdale Road / Queens Road;

- Queens Road Scropton St to Monsall Rd;
- Alan Turing Way, approaching the junction into Gibbon St ( turn into Asda);
- Pottery Lane / Kirkmanshulme Lane / St John's Road; and
- Slade Lane - junction with Stockport Road

143. Further development work will be required to bring forward schemes to relieve congestion and provide additional capacity for key movement.

#### *Way Forward*

144. The Inner Ring Road is central to the future of the highways network in the city centre. It allows efficient access to the city centre and allows traffic to circumnavigate the city centre network. The Council will work with the Salford City Council and Trafford MBC to deliver a programme of junction improvements on the IRR together with redesigned key junctions in the city centre to reduce congestion and provide better facilities for pedestrians and cyclists. These plans are to be progressed through the local transport plan process.
145. We will work with the adjoining highway authorities and the Highways Agency to develop a long term routing and signage strategy that intercepts through and “far-side” traffic to direct motorists to more appropriate routes including the M60 and other orbital routes so that these routes become more attractive to drivers than driving through the city centre. The removal of this unnecessary city centre traffic should ensure that the city centre remains accessible to access and service traffic. We will do this by developing plans for making best use of, and strengthening, the strategic highway network through a range of mechanisms including better information, improved signing, better route numbering and selective traffic management measures as part of the next Local Transport Plan (LTP3) which will come into effect in April 2011.
146. These changes will in turn provide capacity for the introduction of priority measures to accommodate the public transport modes carrying significant numbers of people into the city centre and also opportunities for improved public realm to accommodate the significant numbers of pedestrians moving around the city centre.
147. In order to maximise the efficiency of the existing road network in the city centre, we need to develop an effective traffic interception and circulation strategy. This will involve making improvements to the signal junctions, signing and road layouts on the IRR and other orbital routes. This has the potential to remove up to a quarter of the existing traffic, comprising trips that are currently either entering the city centre unnecessarily or travelling across the city centre to reach their destination. There is currently no provision in the GMTF for improvements to the Inner Ring Road or other orbital routes. Funding for these improvements will be sought as part of the next Local Transport Plan. Additional potential funding support will also be sought through other streams including future major scheme bids, and developer contributions
148. The Council will work to develop a comprehensive signing and routing strategy to encourage drivers to use the IRR to reach the nearest available car park to their destination rather than taking a ‘short cut’ through the city centre. This should be used in conjunction with a co-ordinated information strategy, taking advantage of all forms of communication, including in-car and mobile phone based technologies.
149. We will encourage commuters to park earlier in their journey so as to reduce driving delays either by taking advantage of the enhanced park and ride facilities or, where

they chose to drive into the city, by using Metroshuttle, Cross City buses and Metrolink or walking to their destination taking advantage of the network of public realm improvements.

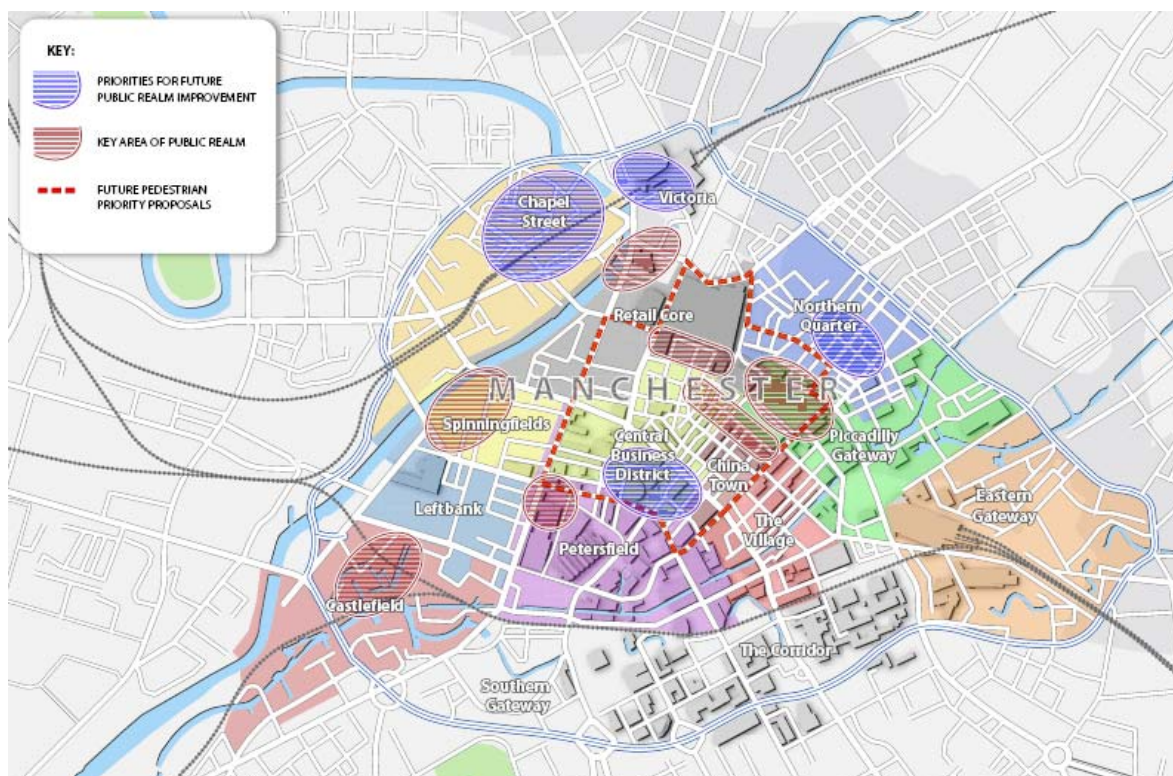
150. The Council will continue to support the ongoing road safety and congestion management programmes in the city centre. These provide effective complements to the highway and public transport proposals in this strategy.
151. Ensuring the appropriate provision and location of car parking is an important strand of this strategy. However, parking is a complex and ever changing picture of supply, demand, policies and pricing. Any balance in provision can be affected by the appearance of temporary car parks, for example, on vacant development sites or by the loss of parking spaces as a result of development activity. Commuters, shoppers and evening visitors have differing requirements and sensitivities to pricing and location. In order to develop a consistent approach to parking, we have agreed with the City of Salford to work together to develop a joint parking strategy. The first important stage of this will be to secure a strong evidence base to gain a better understanding of the current location, provision and pricing of all public, private, permanent and temporary parking in and around the city centre. As part of this work, we will keep under review the provision of on-street parking to minimise unnecessary restrictions at evenings and weekends so as to support, in particular, the leisure economy.
152. Through a programme of travel behavioural change, we will work with businesses to increase car occupancy levels so as to increase the number of people accessing the city centre by car whilst holding the car numbers relatively constant. How we will achieve this is set out in more detail in the later section on Smarter Choices
153. We will ensure that access is maintained for servicing to all parts of the city centre from the IRR and consult with businesses as detailed proposals are brought forward that may affect access or servicing arrangements to their premises.
154. We will also ensure that Blue Badge holders can continue to gain access to and park in the city centre. This will support the city's commitment to equality of opportunity and meeting its obligations under disability discrimination legislation.

### ***Pedestrian Movement and the Public Realm***

155. The significant increase in pedestrian activity as a result of the growth in employment, additional public transport trips, improvements to the highway network and the introduction of bus priority measures, demands a transformation of the public realm with greater priority for pedestrians along certain streets together with the creation of new public spaces.

#### **Key Issues Summary**

- **Identify and improve areas for public realm improvements**
- **Reduce areas of pedestrian severance**
- **Reduce the number of road traffic incidents involving pedestrians**



156. Delivery of critical public realm initiatives needs to be secured across the city centre. Walking is the primary transport mode in the city centre and it is how people choose to access their work, education or leisure facilities. A welcoming pedestrian environment raises the perceptions of the centre and, if implemented appropriately, can unlock further potential for economic growth.

Funded schemes and interventions	Delivered by
<ul style="list-style-type: none"> <li>▪ Oxford Road – the proposed diversion of through and general traffic allows the carriageway to be narrowed, footways to be widened, segregated cycle paths to be introduced with significantly enhanced public realm and landscaping. This will also improve improved pedestrian and cycle connections to and on parallel routes.</li> </ul>	<b>2012</b>
<ul style="list-style-type: none"> <li>▪ St Peter’s Square refurbishment, where general traffic and buses will be removed as will buses along Mosley Street;</li> </ul>	<b>2014</b>
<ul style="list-style-type: none"> <li>▪ Victoria Street outside the cathedral, creating a strong pedestrian link from the retail core area through to Chapel Street which will also be traffic-calmed under plans developed by Salford City Council</li> </ul>	<b>2014</b>
<ul style="list-style-type: none"> <li>▪ New public spaces along the River Irwell including Salford’s Exchange/Greengate proposals which incorporate a new pedestrian bridge over the river</li> </ul>	<b>2016</b>
<ul style="list-style-type: none"> <li>▪ New or enhanced pedestrian walkways along the river frontage as part of Irwell City Park</li> </ul>	<b>2016</b>

### Way Forward

157. The Council will work with Cityco and local businesses to examine areas in the core of the city centre where pedestrians can be given greater priority over other modes of transport to facilitate enhanced pavement activity such as cafes, bars and restaurants. There will be a need for flexibility in such an approach to ensure that these areas function well at all times of the day and night. We will look at time-limited vehicle restrictions during the day but not in the evenings – as is currently the case on Cross Street/Corporation Street. Opportunities for improving pedestrian movement on and across Deansgate will be investigated as part of this exercise, taking into account the needs of disabled groups as well as business and most importantly bus operators.
158. Work will continue with GMPTe and other key stakeholders to maximise the potential public realm gain from schemes such as the Metrolink improvement works and the Cross City Bus scheme. This will include improving the street environment through a reduction in traffic and also raising the quality of the built environment through the use of high quality materials and sensitive design.
159. The Council will manage the risk of conflict between pedestrians, buses, trams and general traffic identify where there is potential conflict between pedestrians and other modes of transport. Where possible footways will be widened with crossing lengths reduced and greater priority for pedestrians at key junctions will be made through the introduction of diagonal crossings where appropriate.
160. Planning improvements in the city centre for pedestrians will take account of key desire lines, with the city council working with developers and other agencies to identify opportunities for improving access by removing barriers to movement. A good example of where this has been achieved successfully is the pedestrian bridge between Piccadilly Station and Piccadilly Place and beyond via Aytoun Street.
161. We will work with Cityco and local businesses to improve the legibility of the city centre through better signage. Legibility is a key factor in influencing decision making within the centre and can help better support the different areas of the city centre. It can also raise pedestrian safety and security by keeping pedestrians in busy areas, away from traffic and taking the shortest route possible.
162. The Council will ensure that the design of any changes will take account of disability legislation and best practice to ensure good access for disabled persons throughout the city centre. In general, we will maintain access for Blue Badge holders in the retail and business centre of the City and only extend full pedestrianisation in a small number of areas.

### Cycling

163. Cycling will play an increasing role in improving access to the city centre. This will be aided through the development of an updated cycling strategy in the city centre, ensuring the links on the key radial routes into the city centre are connected to key destinations. We will also increase and improve the

#### Key Issues Summary

- **Address the demand for cycle parking**
- **Make major junctions safer for cyclists**
- **Work with partners to reduce cycle theft**
- **Liaise with city centre employers to improve workplace cycle parking and changing facilities**
- **Improve opportunities for crossing the Inner Ring Road**

provision of secure cycle parking at key locations, especially areas like rail stations and bus stations.

164. As a key part of the GMTF Accelerated Package, the bus improvement works include provision for the extension of many cycle lanes in the city centre. This work also includes provision for cycle parking at key destinations along the routes.

Funded schemes and interventions	Delivered by
<ul style="list-style-type: none"> <li>▪ <b>As part of Smarter Choices, encourage employers to prepare Workplace Travel Plans that will include the provision of adequate parking, changing and storage facilities</b></li> </ul>	<b>Ongoing</b>
<ul style="list-style-type: none"> <li>▪ <b>The Council will work with the City of Salford, transport operators and cycle groups to deliver additional cycle parking in key locations, particularly transport interchanges</b></li> </ul>	<b>From 2010</b>
<ul style="list-style-type: none"> <li>▪ <b>A Strategic Plan for Cycling in Manchester will be developed in partnership with British Cycling</b></li> </ul>	<b>2010</b>
<ul style="list-style-type: none"> <li>▪ <b>Cycle hire scheme at Piccadilly station (funded from Government Cycle-Rail programme)</b></li> </ul>	<b>2011</b>
<ul style="list-style-type: none"> <li>▪ <b>As part of the Cross-City bus package, we will construct raised cycle lanes adjacent to the carriageway on Oxford Road and provide additional through-routes for cyclists in the city centre.</b></li> </ul>	<b>2012</b>

*Way Forward*

165. Working with adjoining highway authorities and cycle groups, we will seek to deliver a network of safe and clearly signed cycle routes into and within the city centre, serving key destinations. We will identify where significant barriers exist (such as large roundabouts and complex junctions, particularly adjacent the IRR) which can discourage cycling, and identify solutions.
166. The Council will work with the City of Salford, the Universities and private sector interests to examine the feasibility and delivery of a cycle hire scheme. Furthermore, we will work with organisations such as British Cycling to continue to promote cycling across the city through the development of a Strategic Plan.
167. The Council will engage with Virgin Trains and Network Rail to ensure that maximum benefit is derived for the city from the proposed cycle hire scheme at Piccadilly station. We will also work with Network Rail and other partners to deliver more and better cycle parking at rail stations.
168. The Council is commissioning design work on one or more ‘cycle centres’ to provide safe and secure parking in the city centre together with, where appropriate, a consolidated cycling “offer” at one location including showers, a café, repair facilities and information.
169. Finally, the Council will ensure that planning guidance reflects current best practice with regards to provision for cyclists and to ensure that provision both in terms of cycle storage and changing facilities is to an agreed standard.

**Smarter Choices and Integration**

170. Smarter Choices are measures to help reduce the need to travel, encourage greater use of sustainable modes and to influence the way people choose to travel and the way businesses operate in a changing world where technology and flexible working practices can play a major role.

171. Smarter Choices will play a key role in complementing the other measures in this strategy to deliver our overall

objectives of creating an accessible city centre to support the growth of the economy and the increase in jobs. For example, by increasing (through the encouragement of car sharing) the occupancy ratio of cars currently entering the city centre during the morning peak from the current level of 1.25 people per car would help towards achieving our goal of increasing the number of people accessing the city centre whilst keeping car numbers constant. Where people need to use cars, we will encourage greater use of city centre car clubs.

172. Another important mechanism for encouraging sustainable travel choices will be the more widespread adoption and implementation by city centre businesses of travel plans tailored to meet the needs of staff and visitors and designed to change travel behaviour in favour of the uses of more sustainable modes such as car sharing, public transport, cycling and walking. The city council employs specialists in its Travel Change team who are able to assist employers in preparing their travel plans and continue to monitor progress towards delivery of Smarter Choices.

173. Public transport services in the city centre are provided by a range of private operators each with their own timetables and a complex range of fare and ticketing options. To make public transport a more attractive option – easier to understand and easier to use – there is a need for a more integrated approach to the provision of passenger information and ticketing.

Key Issues Summary
<ul style="list-style-type: none"> <li>▪ Investigate potential for multi-modal and integrated ticketing</li> <li>▪ Address the need for better “real time” passenger information</li> <li>▪ Engage with businesses on ‘Smarter Choices’ initiatives through increased take up of travel plans</li> </ul>

Funded schemes and interventions	Delivered by
<p>Whereas other schemes and commitments set out in this document are capital funded, the nature of Smarter Choices initiatives mean that they are revenue based focusing largely on the activities of travel co-ordinators. In particular the city council and the health and higher education institutions on the Oxford Road corridor have developed programmes of ongoing initiatives around workplace travel plans and campaigns to promote:</p> <ul style="list-style-type: none"> <li>▪ The health benefits of walking and cycling</li> <li>▪ More use of public transport by the provision of personalised information and ticketing offers</li> <li>▪ Car sharing schemes</li> <li>▪ Salary sacrifice schemes; and</li> <li>▪ Use of the city centre car club</li> </ul>	<p><b>Ongoing</b></p>

### *Way Forward*

174. There is an opportunity for city centre businesses, working with the city council and Cityco, to take a lead in developing a programme of incentives to support a significant change in travel behaviour through the widespread adoption of travel plans. In particular the council will encourage the adoption of travel plans through the land use planning process.
175. The council has adopted its own travel plan Get on Board which is aimed at persuading employees, councillors and visitors to adopt healthier, more sustainable and often cheaper transport options, so reducing the need to use a car for work-related journeys. The benefit of the experience gained in developing and implementing Get on Board is available to city centre employers through the council's Travel Change team.
176. GMPTE and the Council will work closely with all transport operators, to bring forward proposals for a more integrated approach to the provision of passenger information and ticketing making effective use of advances in technology. In particular we will support the introduction of a multi-mode, multi-operator ticketing system that will allow most local journeys to include a transfer from service to service and mode to mode without having to pay an additional fare. Evidence from the National Travel Survey shows that less than half of commuters travel to work for 5 days or more each week and so are unlikely to benefit from period based tickets. We will therefore, work with GMPTE and transport operators to promote the increased availability of trip based (e.g. carnet-type) tickets.
177. The city council is also committed to working with GMPTE to deliver the first integrated 'smartcard' outside London. This would need to be operable across all modes and deliver the seamless journeys that public transport users desire. Research into the best approach for smartcards is ongoing.
178. In addition, work will be progressed across these initiatives as part of our commitment to a low carbon future in the city-region pilot. The low carbon workstream is investigating better ways of linking emissions or improvements in air quality with incentives for road users. This could involve the installation of sensing technology within an area as wide as the M60. The city council would be supportive of these measures and work to identify potential locations for any equipment.

## **Chapter Four: Consultation Process**

### ***Why We Are Consulting?***

This Strategy sets out the vision for the continuing economic growth of the city centre and develops a range of transport policies and interventions that we believe are essential to achieve that vision. However, the sheer diversity of the city centre and the number of stakeholders who have an interest in its future means that there will inevitably be a range of views on what the right mix of measures is and whether our proposals are the right ones.

During the preparation of this consultation we have worked closely with a number of organisations to better understand the dynamics of the city centre and how it is likely to develop so that we can put together our view of how transport should support ongoing growth. Our proposals are the result of careful analysis of the issues facing the city centre and now we want to hear the views of others who might wish to comment on and influence the outcome of the Strategy.

We explain below how you can contribute to the debate.

### ***How We Are Consulting on the Strategy***

In order to reduce the amount of paper required, we are encouraging people to view and respond to this consultation electronically. In particular, we would ask you to submit your views by completing the Consultation Pro-forma that can be found at the end of this document.

Further copies of this document can be obtained from the city council's website on [www.manchester.gov.uk](http://www.manchester.gov.uk)

Paper copies can be made available on request by writing or emailing to the addresses at the end of this Chapter or by leaving your name and address on our answer phone message service 0161 234 3335.

### ***Where to Get More Information***

Please contact us through the email or postal address at the end of this Chapter.

If you or someone you know would like to obtain a copy of this newsletter in another language, telephone **m-four Translations** on **234 3193**. It is also available in large print, Braille and on tape – telephone the same number.

Qoraalkaani waxaa lagu helaa af Soomaali, fadlan wac telefoonka hoos ku qoran:

यदि आप आई परफॉर्मैन्स प्लान हिन्दी भाषा में चाहते हैं तो कृपया नीचे दिये गये नम्बर पर फोन कीजिए।

এই প্রচারপত্র বাংলায় পাওয়া যায়। নিচের নাম্বারে ফোন করুন।

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66103 • Manchester City Council 2009

### **Sending Us Your Comments**

The consultation period will run to Monday 22nd March 2010. We will then consider the comments received and prepare a report for the City Council and GMPTE who will decide whether or not to amend the Strategy. We will continue to consider comments that are received after the closing date and make every effort to ensure that these are taken into account, but we will not be able to continue doing so once the report has been considered by the City Council and GMPTE.

We anticipate a final version of the Strategy being available in Summer 2010.

### **Government Code of Practice**

The Government has adopted a Code of Practice on consultations. The Code does not have legal force but is a helpful guide in ensuring that consultations are conducted fairly, openly and transparently.

The Code contains seven criteria, set out below, together with what we are doing against other criteria. A full version of the code of practice can be viewed at [www.berr.gov.uk/files/file47158.pdf](http://www.berr.gov.uk/files/file47158.pdf). The seven consultation criteria are:

#### **1. When to consult**

Formal consultation should take place at a stage when there is scope to influence the policy outcome

*All consultation responses will be analysed and consideration given as to whether the strategy should be amended.*

#### **2. Duration of consultation exercises**

Consultations should normally last for at least 12 weeks with consideration given to longer timescales where feasible and sensible.

*Consultation is being carried out over 10 weeks to allow the consultation to be completed in advance of restrictions that apply prior to the local government elections on 6 May 2010.*

### **3. Clarity of scope and impact**

Consultation documents should be clear about the consultation process, what is being proposed, the scope in influence and the expected costs and benefits of the proposals.

*Proposals are set out clearly in Chapter Three. As this is a strategic plan, the costs and benefits of specific schemes will be brought forward as they are progressed.*

### **4. Accessibility of consultation exercises**

Consultation exercises should be designed to be accessible to, and clearly targeted at, those people the exercise is intended to reach.

*The consultation document will be available in a variety of formats and targeted at a broad range of city centre businesses, residents, commuters and visitors together with various interest groups.*

### **5. The burden of consultation**

Keeping the burden of consultation to a minimum is essential if consultations are to be effective and if consultee buy-in to the process is to be obtained.

*We have sought to ensure that the strategy is easy to read and easy to understand so that consultees are encouraged to respond.*

### **6. Responsiveness of consultation exercises**

Consultation responses should be analysed carefully and clear feedback should be provided to participants following the consultation.

*All responses will be analysed and a publicly available report prepared setting out the city council's responses and any resulting amendments to the strategy.*

### **7. Capacity to consult**

Officials running consultations should seek guidance in how to run an effective consultation exercise and share what they have learned from the experience.

*The format of the consultation has been carefully considered by officials. The report referred to in point six above will contain an analysis of the effectiveness of the consultation.*

## **How to Make Your Views Known**

Please email your comments to: [transport.consult@manchester.gov.uk](mailto:transport.consult@manchester.gov.uk)

Alternatively, you can write to:

**Transport Strategy Consultation  
Transport Policy Unit  
Manchester City Council  
Room 308, Town Hall  
Manchester  
M60 2LA**

Please make sure you send your comments to us before Monday 22nd March 2010.

