Transport Strategy for Manchester City Centre
November 2010
Contents

Foreword 03
Executive Summary 04

Chapter One: Introduction and Background
Introduction 06
A Growing and Vibrant City Centre 07
Vision for the City Centre 07
A Transport Vision to support the Strategic Plan for Manchester City Centre 08
Spatial Considerations 09
Strategic Overview 10

Chapter Two: Scale of the Challenge
Current Situation 12
The Way Forward 14
Key Issues 16
What is the Northern Hub? 18
Bus 19
Highways, Parking and Servicing 21
Pedestrian Movement and Public Realm 22
Cycling 23
Smarter Choices and Integration 24
Summary 24

Chapter Three: The Strategy
Metrolink 26
The Way Forward 28
Second City Crossing (2CC) 31
Rail 33
The Way Forward 34
Bus 35
The Way Forward 36
Cross City Bus Package 39
Cars, Highways and parking 41
The Way Forward 42
Pedestrian Movement and the Public Realm 44
The Way Forward 45
Cycling 46
The Way Forward 47
Smarter Choices and Integration 47

Chapter Four: Delivering the Strategy
Monitoring and Review 50
A Framework for Delivery 51

Credits 52
The city centre has undergone a remarkable transformation in recent years. The grandeur of its Victorian heritage has been complemented by new, high-quality buildings and strong urban design. There is an excitement about the city centre and, despite current economic circumstances, there remains a high level of optimism that the city will continue to grow as a globally recognised centre for financial and professional services and knowledge-based, creative and new media industries.

A world-class city needs a world-class transport system. Our vision is for a transport network that will support ongoing sustainable growth in the city centre by delivering improved access for all to the wide range of services and opportunities it offers.

In a period of uncertainty, as the Government determines its future spending priorities, the need for a clear strategy to set a framework within which all partners can operate becomes increasingly important. So to help support economic growth, our proposals place a strong emphasis on delivering a step change in the capacity and quality of all modes of public transport while still maintaining essential vehicular access. In this way, we can also create the opportunities for new urban spaces and help deliver on our wider objectives of addressing climate change and delivering a low-carbon economy.

Much of the investment envisaged in the early years of this strategy is already in place, and we are working with the Government and other partners to put in place the mechanisms to ensure that we are better able to influence the transport policy and investment agenda in future, and to take advantage of new and innovative funding opportunities as they emerge.

Earlier this year we consulted widely on the draft strategy and received widespread support for our proposals. We now invite you to work with us to ensure that we can make the vision set out here to become a reality.

Sir Richard Leese
Leader,
Manchester City Council

Ian Macdonald
Chair,
Greater Manchester Integrated Transport Authority
Executive Summary

01 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. The Transport Strategy for Manchester City Centre aims to support this economic success story by identifying key transport policies and interventions for future delivery.

02 The ambition set out in the Strategic Plan for Manchester City Centre, published in 2009, 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 economic area, 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 significantly enhance the benefits the transport network can deliver.

03 The Greater Manchester Transport Fund (GMTF) investment package will deliver £1.5 billion of transport improvements. Building on other significant improvements which have taken place over the last few years, the fund will deliver a range of initiatives, including 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. The challenge for the future will be to ensure that we can keep moving the agenda forward and secure the necessary investment in an era when public resources are likely to remain scarce. The Government has undertaken a review of a number of initiatives funded through GMFT as part of its spending review and this strategy will need to adapt, as appropriate, to reflect the outcomes of that process.

04 It will be more important than ever to ensure that we deliver the greatest benefit for public transport users from the effective deployment of available public funding. This will also require continued devolution of powers and influence to Greater Manchester, and this will remain an important priority area for engagement with Government.

05 There is the potential for employment in the City Centre to grow by up to 50,000 over the next ten years, which will add to the vibrancy of the centre but which will also lead to 30 per cent more inbound peak-time trips. To retain essential labour market connectivity, the main thrust of our transport 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.
As part of the strategy, road traffic that does not need to travel through the City Centre will be redirected via more efficient, better signed strategic main roads within the M60. 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.

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 new employment opportunities that will be created. The transport infrastructure investments and service improvements set out in this document 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. This improved public transport system will help to hold the number of cars entering the City Centre at around existing levels and so, in turn, give more opportunities to reduce the impact of traffic in the City Centre, increase the scope for public realm works and enhance pedestrian safety.

The GMTF will give Greater Manchester a great boost by identifying 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, the Government and the major transport operators will also need to make contributions to ensure the maximum benefits of the strategy are achieved. The Cross City bus package, Park and Ride and local rail station projects within the GMTF package are subject to the current Government spending review, but offer major economic benefits both locally and strategically. The spending review does not impact on our Metrolink expansion plans, which are now underway.

Alongside the GMTF investment plan, AGMA and GMITA have also reviewed local transport decision-making and delivery systems to ensure the timely and effective implementation of this strategy and the Greater Manchester Local Transport Plan.

The successful delivery of this transport strategy is absolutely essential, not only to the City Centre, but also to the continuing economic success of Greater Manchester and its role as an engine of national economic achievement.
1 Introduction and Background
Introduction

11 Manchester has been transformed in recent years and is now one of the most vibrant centres in Europe, driving the economy of Greater Manchester and the North of England as a whole.

12 An efficient transport system is essential for a prosperous economy, improved accessibility, greater mobility and a better environment. Our strategy is designed to maintain and improve accessibility to the City Centre while reducing carbon emissions and improving air quality.

13 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 the demand for traffic. Unless addressed, this has the potential to seriously impact upon the economy, health, the environment and employment through increased road traffic, carbon emissions and congestion. 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.

14 To achieve these aims, Manchester City Council and its partners recognise the critical need to maintain and develop effective transport to, from and within the City Centre. This Transport Strategy for Manchester City Centre – developed by the Council in close consultation with GMPTE and Salford City Council – is designed to achieve this goal, by ensuring that the city benefits to the full from its strategic position at the heart of the local, regional and national transport systems.

15 We carried out a ten-week consultation earlier this year to give stakeholders the opportunity to comment on our proposals. We received responses from a wide range of organisations and individuals, the majority being supportive of the overall strategy. We have made a number of modifications to our proposals, added greater clarity in some areas and strengthened the links with a number of other Council policy areas such as ‘A Certain Future’, Manchester’s Climate Change Action Plan. Furthermore, the strategy has been updated to take into consideration the policy and economic objectives of the new Government. As a consequence, we are now confident that our strategy provides a robust framework for taking forward transport improvements in the City Centre over the next five years and beyond.

A Growing and Vibrant City Centre

16 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.

17 It has also developed its role as a national centre for cultural events and conferencing. According to the Strategic Plan for Manchester City Centre, more than £11 million of additional economic benefit has been attracted to Manchester as a result of conferences in the past three years, and the number of hotel beds has risen by over 40 per cent 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.\(^1\)

18 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.

\(^1\) Javelin Group Venuescore rankings
Vision for the City Centre

19 Manchester City Centre is well placed to compete at an international level in the coming decade. The Council and Cityco (the company set up jointly by the private sector and the Council to promote the wellbeing of the City Centre) last year published the Strategic Plan for Manchester City Centre, which sets out a clear vision for the future of the City Centre that is designed to build upon all its strengths.

20 Analysis carried out in 2009 for the Manchester Independent Economic Review (MIER) shows that Greater Manchester, 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 by the early 2020s, in addition to the current 140,000 jobs through the range of initiatives discussed in the Strategic Plan. Clearly, Greater Manchester has been affected by the performance of the national economy over the past year but data from the Manchester Monitor (Commission for the New Economy, March 2010) suggests that economic growth in the final quarter of 2009 was stronger than expected, reflecting the relative health of the local economy. There is some cautious optimism, therefore, that previous forecasts for job increases in the City Centre are still robust, although they may take slightly longer to achieve.

21 The approach taken by this strategy reflects national and local transport policy. It closely mirrors the findings of the influential work for the Government carried out by Sir Rod Eddington3, which found that transport improvements can best support economic growth by focusing 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.

22 It also follows the environmental conclusions reached by the 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.

23 Finally, this strategy takes into account the political and economic priorities of the new Government. Through its spending review process, a number of projects which contribute towards the delivery of the strategy have been approved and many will be delivered through guaranteed funding arrangements. Others are in the process of being re-evaluated as part of the review, the outcome of which will be known later in 2010. Furthermore, the Council and its partners will bid for any new funding opportunities that present themselves, such as the £1.1 billion Regional Growth Fund and the Local Sustainable Transport Fund, in order to deliver this strategy.

A Transport Vision to support the Strategic Plan for Manchester City Centre

24 Our vision is for a transport network that supports the Strategic Plan and particularly the ongoing sustainable economic development of the City Centre, maintaining Manchester’s position as a key location where people choose to work, shop and live.

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3 Mid-point figure in GM Forecasting Model (2008), GMPTE

"Transport’s role in sustaining UK’s Productivity and Competitiveness: The Case for Action", 2006
This vision is supported by four key objectives:

> Supporting the competitive advantage of current and future employers, by ensuring good access to the City Centre.

> Providing improved access for all users 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.

> Improving both actual and perceived personal safety and security.

**Spatial Considerations**

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

27 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 both vibrant ground floor uses and better signage.

28 There is also a need to improve the ambience of St Peter’s Square by bringing forward a framework to enable a comprehensive redevelopment to take place. The plan sets out that the public realm will be greatly improved by removing all traffic, except Metrolink, from both the square and from Mosley Street.

29 The Retail Core must remain as ‘walkable’ as possible with the introduction of additional pedestrian priority where appropriate to facilitate greater pavement activity, such as cafes, bars and restaurants. 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.

30 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 links 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 River Park.

31 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.
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.

In the short term, the Council and GMPTE want to see safe bus operations and a well-maintained 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 the wider Piccadilly Gardens area.

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 Station which provides significant potential for development, capitalising on its strategic location adjacent to Piccadilly Station and London Road.

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, while minimising the negative impacts of transport and congestion on the public realm and environment. Furthermore, it is also imperative that relationships with neighbouring communities are strengthened.

Strategic Overview

This transport strategy has been developed in light of the groundbreaking work to prioritise public-sector transport investment based on the economic priorities of Greater Manchester. The Greater Manchester Transport Fund (GMTF) has been designed to deliver £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 the Government has made to improve local rail services. The Cross City bus package, Park and Ride and local rail station projects within the GMTF package are subject to the current Government spending review, but offer major economic benefits both locally and strategically. The spending review does not impact on our Metrolink expansion plans, which are now underway. These elements are identified with the # symbol throughout this document.
The strategy detailed in Chapter 3 aims to carefully balance the needs of all users of the City Centre, and their individual needs, to accommodate the thousands of additional people seeking to enter the city. It must also be considered in the context of the proposal to establish a combined authority for Greater Manchester which would take over responsibility for coordinating economic development, regeneration and transport provision and work jointly with the Government to explore ways in which Greater Manchester can have more influence over the delivery of local and national programmes.

The following sections of this document outline the scale of the transport challenges facing the City Centre and our overall strategy to respond to those challenges. This remains work in progress and we do not claim to have all the answers at this stage. The strategy seeks to address the next five years with an indication of the vision for further developments over the following five years. It 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 schemes included in the strategy have been subject to an indicative modelling exercise to ensure that they deliver the best transport outcomes for the City Centre. They are specifically designed to drive new levels of economic growth within the city centre to meet the objectives of both the City Centre Strategic Plan and the Greater Manchester Economic Strategy. 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 become apparent.
2 Scale of the Challenge
Current Situation

40 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 travel demand resulting in potential car traffic growth together with the associated congestion that this will bring.

41 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 some 70 per cent of trips into the City Centre are taken using a non-car mode. The City Centre also has a significant public transport interchange function, providing for onward trips across the conurbation (eg. to Salford Quays) and beyond.

42 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, Metrolink 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.

43 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 almost 25,000 people daily 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 consistently popular since opening in 1992 including those who ‘park and ride’ at the dedicated car parks located at stops on the network. Rail travel is experiencing significant growth with Manchester benefiting from an increasing number of people using the rail network to access the City Centre and has significant further potential if additional rolling stock and supporting infrastructure can be secured.

44 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.

45 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 change. Commuting to work is mostly undertaken during the peak hours when the demand for fast and efficient travel is at its highest. For this reason, future peak-time commuting is a major focus of this strategy.

46 There is also a need to ensure that the businesses within the City Centre are accessible to service vehicles. As the economy grows, it is likely that greater demands for servicing will arise.

* All references to “peak period” refer to 7.30 to 9.30am
Manchester City Council and its partners are also aware of our environmental responsibilities and the need to grow the City Centre in a manner that minimises the impact on local air quality and carbon emissions. The main source of poor air quality in the City Centre is transport related, with 52 per cent of total emissions of NO₂ 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.

In January 2009, the 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. The plan ‘Manchester. A Certain Future’ was published in December 2009 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 to reduce collectively the city’s emissions of CO₂ by 41 per cent 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, and particularly the proposals for public transport and Smarter Choices, will help secure.

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, especially where there are opportunities to strengthen the streetscape.

The Way Forward

The Manchester Independent Economic Review (MIER) pointed towards the strong position of Manchester City Centre and its role in delivering continued economic growth for Greater Manchester. 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 up to 50,000 new jobs in the City Centre in the coming decade in a manner that provides the scope for all Greater Manchester residents to benefit from these opportunities.
As part of this growth programme, this strategy will need to establish a local transport network that can accommodate the increase in travel demand that will result. 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 (20,000–23,000) of this increase to be accommodated on an expanded public transport network. It is anticipated that 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\(^5\). We will achieve this additional trip capacity by:

- Identifying through traffic earlier and encourage 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
- Promoting higher levels of car sharing through our Smarter Choices initiatives
- Encouraging a proportion of current car commuters to switch to the greater range and quality of public transport options that will be in place by the middle of the decade.

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.

The City Centre transport strategy seeks to capitalise on the improvements being delivered by GMPTE, Manchester City Council and Salford City Council. It identifies 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, supported by information and ticketing systems that make public transport the preferred option for ever greater numbers of travellers.

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.

\(^5\) GMTU Report 1476, 2009
Key Issues

**Metrolink**

55 Metrolink carries around 20 million 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 have become overcrowded, with passengers in the peak periods experiencing difficulties boarding at stations close to the City Centre.

56 Metrolink has recently benefited from a £100 million investment programme of track and station renewals. In addition, to help ease overcrowding and to increase the frequency of some services, 12 new trams (across the existing network and MediaCityUK) have now been added to the network.

57 The delivery of Phase 3a Metrolink, currently under construction, will see the introduction of further new vehicles to operate the additional services.

58 Penetration by Metrolink into the City Centre is good but the movement of the trams along Mosley Street is hindered by shared running with buses accessing 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 Chapter 3.

**Rail**

60 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 from a number of key commuter towns in the wider travel-to-work area and connecting Manchester to other major city centres.

61 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 and the operational capacity of the current rail network. In the short term, capacity can only be created through longer trains together with additional platform capacity at some stations.

62 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 and all rolling stock orders scheduled for 2010/11 which are not contractualised have been suspended and remitted to the Government's spending review. GMPTE now predicts that by 2014 the number of overcrowded trains will more than double for peak-hour commuters into the City Centre. GMPTE is continuing to work with DfT to secure the best possible outcome for Greater Manchester. More rolling stock may be available after 2014 and GMPTE is also working with DfT to assess how many additional carriages may be required.

63 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.
In the longer term, new network capacity, particularly in and around Manchester Piccadilly, will be needed to deliver the range and scale of services to support a stronger Manchester economy. To achieve this we will need to secure the delivery of the Northern Hub (previously known as 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 current constraints of the Hub prevent 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 Northern Hub study (see page 18) 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.

Alongside the Hub investment, plans have also been published by Network Rail and DfT that confirm the future electrification of the Manchester to Liverpool via Chat Moss and Manchester to Blackpool via Bolton and Preston lines. In addition, if a business case can be made, Network Rail are seeking to electrify the TransPennine route between Manchester and Leeds via Huddersfield. These schemes are subject to the current Government spending review. If funded in full they will deliver improved connectivity between Manchester and other key north west centres as well as providing better commuter services along these corridors, potentially reducing the journey time between the City Centre and Liverpool to 30 minutes.

Network Rail also announced in March 2010 a £30 million package of work at Victoria Station to make it fit for the 21st century and Network Rail remains fully committed to the implementation of these plans, including a new roof, a more open concourse and improved facilities for passengers. The works will respect the station’s heritage and will see the restoration and enhancement of some of the station’s key period features including the glazed canopy at the entrance. The scheme will pave the way for Victoria to take a bigger role as part of the Northern Hub proposals and will be consistent with the electrification of some lines into the station.

However, we remain concerned that, overall, the current funding arrangements for major railway stations in the City Centre remain inadequate. 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.
What is the Northern Hub?

The Northern Hub (previously known as 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, local and commuter 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. This study has been carried out in two phases. Phase one, led by the Northern Way, was an assessment of the potential economic benefits to the country from the improvement of the rail network around Manchester. Their conclusions were published in a Conditional Output Statement in April 2009.

Following this work, Network Rail reported in February 2010 on the second phase of the study, which has looked at the existing infrastructure and service patterns, likely future requirements, the difficulties that could be encountered in meeting these requirements and potential actions to overcome them.

Network Rail has developed a solution that makes greater use of both Victoria and Piccadilly stations and which eliminates the majority of crossing movements that constrain capacity and lead to poor performance. The solution is based on all north–south services using Manchester Piccadilly, with most east–west services calling at Manchester Victoria.

The £530million package of infrastructure improvements would be delivered over the next ten years and would include the Ordsall Curve – a new piece of railway providing a direct connection between Victoria and Piccadilly stations via Salford and Oxford Road, improving connectivity from the north east and allowing services from Victoria to access the airport – together with additional platforms, including two new bay platforms at Victoria, two new through platforms (15 and 16) at Piccadilly and a fourth platform at the airport.

Key benefits for passengers would include trains every 15 minutes to Liverpool and Yorkshire, faster journey times between Manchester and Liverpool and additional capacity for local and commuter services.
With High Speed 1 now connecting London to Europe, national attention has focused on the potential for a High Speed 2. The Government has recently announced that it supports a line connecting London to Birmingham with separate legs north from the Midlands to Manchester and Leeds. This preferred option will be consulted on during 2011.

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 refranchising the TransPennine Express (2012) and Northern (2013) networks. As part of the Greater Manchester governance proposals, AGMA and GMPT have signed a Rail Protocol with the Secretary of State for Transport that will give Greater Manchester a significant input to the processes for engagement in the key stages of rail policy development, strategic planning, specification, procurement, project delivery and service delivery to ensure the best outputs in terms of a rail network to meet the economic and transport objectives of Greater Manchester.

**Bus**

The bus forms the core of the transport network across Greater Manchester. The bus system is extensive in its scope across Greater Manchester, particularly within the M60, and forms the core form of transport for a significant proportion of the local population. However, traffic congestion and limited City Centre priority causes buses to suffer disruption to punctuality 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 per cent slower than on the rest of the Greater Manchester highway network. There is also variability of quality across different operators and a confusing array of ticketing options that require simplification.

The bus network carries the majority of the public transport trips within the M60, and it is anticipated that much of the growth in 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.

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.

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 include 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 Council, GMPT, the operators and the public.
By persuading more drivers to switch from cars and by introducing clean-engined vehicles, bus companies can make a positive impact on improving air quality in and around the City Centre. Operators have made significant improvements to the quality of their bus fleets serving the City Centre in recent years. The average age of the bus fleet operating on Manchester’s monitored routes is 5.4 years, with more than 50 per cent of these buses having a minimum Euro IV engine emission standards. However, a significant proportion of buses continue to fall below the expected environmental requirements and more work needs to be done on raising overall standards.

In order to increase the attractiveness of bus services to passengers, it is common for operators to 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.

Shudehill Interchange, opened in 2006 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.

Despite the fact that some bus operators have invested heavily in their fleets, there remain negative perceptions about bus services among 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 integrated ticketing or smartcards.

The bus industry has delivered improvements on some key services in Greater Manchester, particularly on key radial routes into the City Centre. 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, often between different companies’ services. This leads to a higher cost of travel and greater inconvenience for those wishing to travel across Greater Manchester.

This strategy also seeks to address 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 a form of bus franchising, known as Quality Contracts.

The Quality Contracts option requires a series of public interest tests to be satisfied and the process which has to be followed to secure delivery is neither swift nor straightforward. It is also necessary to balance benefits with costs and affordability. The priority at this time is to pursue, as far as possible, new partnership arrangements and GMPTE will be bringing forward proposals with operators for more co-ordinated provision. Discussions are also taking place with DfT to secure better value for the amount that is spent supporting bus operators, including greater influence over how the key national Bus Service Operators Grant is deployed in Greater Manchester. The intention is to balance inefficiencies which flow from the present, fragmented arrangements and ensure that economic priorities are better delivered.
Highways, Parking and Servicing

82 Manchester has an extensive and well-developed highway network, with good access to the motorway network and numerous 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 inbound car trips during the morning peak is approximately 27,000, equating 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.

83 Given the finite amount of roadscape around central Manchester together with our wider environmental responsibilities, 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 so, to balance these factors, the Council aims, during the life of this strategy, to hold the numbers of road vehicles at around 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 when it would be better to capture cars further out to use other more appropriate major routes on the highway network, including the IRR, other orbital routes and parking provision on the ‘nearside’ of the City Centre. These trips can be broken down into those that are 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.

84 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 Council will work with the Highways Agency and the adjoining local highway authorities to develop better plans for making best use of, and developing, the main highway network within the M60, based upon revised traffic management, prudent investment interventions and a new model of cross-agency working.

85 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. Bringing forward proposals to make the most effective use of the IRR are an important part of this strategy.
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.

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.

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 marshaling in the evenings has helped to reduce night-time incidents around The Printworks.

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. Therefore a balance will need to be struck to cater for all these essential activities.

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 a desirable public realm.

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, which are dominated by heavy traffic flows and are difficult to cross for pedestrians.

Conversely, it is Manchester’s experience that creating completely traffic-free streets can sometimes 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, including the blind, have also identified that access to businesses in wholly pedestrianised areas is not easy.
The City Centre should be accessible to everyone. Our aim will be to provide pleasant and safe pedestrian environments for the benefit of all, and to improve the legibility of the city, paying particular attention to improved signage and information, including the removal of unnecessary street clutter together with good maintenance of pedestrian spaces. We will also work to ensure that the needs of disabled people are taken into account as detailed designs are worked up and that there is further consultation on individual schemes. We will encourage scheme promoters to consult with representatives of disabled groups to ensure their views are taken into account as schemes are designed and implemented.

We will encourage Network Rail, the train operating companies and GMPTE to secure steady progress towards the provision of fully accessible stations and platforms in the City Centre. We will also encourage bus operators to employ fully accessible buses on routes accessing the City Centre and work with GMP, GMPTE and operators to ensure personal safety on buses, trams and trains as well as in and around public transport stations and stops.

Cycling

Cycling has great potential to be a key sustainable mode for trips into the City Centre as well as providing substantial health benefits. 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.

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.

The current cycle strategy for the City Centre was published 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, particularly with Salford.

Wider Greater Manchester figures suggest that 78 per cent of trips are less than 5km, a distance that can easily be cycled, yet 56 per cent are by car and only one per cent 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.
The Council supports 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 programmes 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 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.

The City Centre suffers from limited integration across the different public transport modes and 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 and simple-to-understand fares and ticketing system, preferably with some form of charging bands or zones and utilising ‘Smartcard’ technology. There is no comprehensive 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.

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, Greater Manchester and indeed the economic potential of the North of England. Based on the additional job forecasts, the transport strategy needs to be cost-effective, multimodal and integrated in nature and must be able to accommodate up to a third more trips into the City Centre by 2020. The transport strategy for the City Centre needs to deliver into the future.
3 The Strategy
Funding is already in place to deliver many of our transport improvements. The next essential stage, currently underway, is to improve and strengthen governance arrangements in Greater Manchester. Without this scale of ambition and approach, we cannot develop the transport systems and services necessary to bring about the self-sustaining economic growth that is our aim.

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 and national together with the private sector transport operators – to ensure mutually supporting investments are made that deliver maximum economic impact.

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 £1.5billion GMTF, we are well positioned to meet our future transport challenges. However, it is clear that we need to work with all stakeholders to secure other investments and contributions to maximise our overall outcomes in terms of both capacity and quality of provision.

Funding from the identified sources will deliver the following schemes that will support the growth in the City Centre:

- New Metrolink extensions (Ashton, East Didsbury, Oldham and Rochdale town centres and Manchester Airport), more Park and Ride at Metrolink stations and a second Metrolink city crossing
- A range of highway and signage measures that will help us tackle congestion and improve traffic movements around rather than through the City Centre, together with investment in cycling and improvements to the public realm.

Other schemes, however, are subject to the Government’s spending review:

- A series of new Cross City bus connections, supported by appropriate traffic management and enforcement measures, including a scheme along the A6 and A580 from the City Centre that links into the Leigh-Salford-Manchester Busway scheme
- Some additional rail rolling stock, more Park and Ride and improvements to some railway stations.

It is clear that more will need to be done to deliver initiatives which will be critical to the future success of the City Centre economy. To this end, the Government is working with AGMA to examine how Greater Manchester can assume responsibilities and influence comparable to Transport for London and the governance arrangements that will be necessary to support this.

To support this strengthened relationship, the Government has signed a Rail Protocol that sets out the process for engagement in terms of the key stages of policy development, strategic planning, specification, procurement, project delivery and service delivery for DfT Network Rail and Greater Manchester. The protocol provides an operational framework to ensure that mechanisms for funding, specification and delivery are used in a way that provides the best outputs in terms of a rail network to meet the economic and transport objectives of Greater Manchester.
The Government has also signed a Highways Protocol that recognises the areas of opportunity which can be exploited, including responding to incidents and planning for events, where there are significant benefits to be gained. It acknowledges that national, regional, Greater Manchester-wide and local priorities will not always be consistent and will need to be addressed in a manner that balances all objectives. Three core strands of activity have been identified for further detailed work: Strategic Network Development, day-to-day management and building an evidence base/sharing information.

Greater Manchester is also leading a study on the issues being faced by bus users and the opportunities for enhancing economic, social and environmental outcomes delivered by the bus network. The work is addressing the extent to which local and national resources are being deployed to sustain bus transport and usage, what outcomes are delivered and whether there are greater efficiencies to be secured in the delivery of bus services in terms of improved outcomes through different alignment of services and different delivery structures.

We also want to 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 delivery of travel information, safety and security, and marketing initiatives.

GMFT does not include any funding for heavy rail as the Government had already made a commitment to deliver sufficient rolling stock (see paragraph 62) although this is now subject to the spending review. However, the full delivery of that commitment is currently at risk and therefore we need to develop a new, strengthened relationship between Greater Manchester 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.

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 major cities.

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

Metrolink

Work is currently underway to convert the former ‘Oldham Loop’ rail line to Metrolink and to build new extensions from Piccadilly to Droylsden and from Trafford Bar to Chorlton. Through the GMFT, 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.

Key issues summary

- Addressing peak overcrowding
- Improving the quality of the rolling stock
- Increasing Park and Ride capacity
- Addressing operational resilience in the City Centre
Through the provision of these new lines, additional trams, extra Park and 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.

<table>
<thead>
<tr>
<th>Funded schemes and interventions</th>
<th>Delivered by</th>
</tr>
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<tbody>
<tr>
<td>Deliver 40 additional trams to ease overcrowding and operate the new services</td>
<td>From 2009</td>
</tr>
<tr>
<td>Eight trams being delivered immediately with a further four to support the MediaCityUK services</td>
<td></td>
</tr>
<tr>
<td>28 delivered with Phase 3a</td>
<td></td>
</tr>
<tr>
<td>Build new spur to MediaCityUK complemented by enhanced service provision</td>
<td>2010</td>
</tr>
<tr>
<td>Increase car parking provision at Metrolink stations from current 1,340 to 2,750 spaces</td>
<td>2012</td>
</tr>
<tr>
<td>Complete Phase 3a (currently under construction)</td>
<td>2012</td>
</tr>
<tr>
<td>MediaCityUK</td>
<td>Summer 2010</td>
</tr>
<tr>
<td>Central Park</td>
<td>Spring 2011</td>
</tr>
<tr>
<td>Trafford Bar to St Werburghs’ Road</td>
<td>Spring 2011</td>
</tr>
<tr>
<td>Oldham Mumps</td>
<td>Spring 2012</td>
</tr>
<tr>
<td>Rochdale Railway Station</td>
<td>Spring 2012</td>
</tr>
<tr>
<td>Piccadilly to Droylsden</td>
<td>Spring 2011</td>
</tr>
<tr>
<td>Complete Phase 3b (together with additional trams)</td>
<td>2013</td>
</tr>
<tr>
<td>Chorlton to East Didsbury</td>
<td>End 2013</td>
</tr>
<tr>
<td>Oldham and Rochdale town centres</td>
<td>2016</td>
</tr>
<tr>
<td>Droylsden to Ashton</td>
<td></td>
</tr>
<tr>
<td>Chorlton to Manchester Airport via Wythenshawe</td>
<td>2014</td>
</tr>
<tr>
<td>Complete Second City Crossing</td>
<td>2016</td>
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</tbody>
</table>
**The Way Forward**

117 A key 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 opportunities to expand the network as part of the work to be developed for LTP3.

118 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. GMITA has also commenced the statutory procedures to pursue the closure of the Mosley Street Metrolink stop. This will improve journey times and allow a much more aesthetically pleasing environment to be created. As part of the proposals, a ‘real time’ information system will be introduced so that passengers will know whether the next Altrincham tram will depart from Market Street or Piccadilly Gardens. GMPTE will carry out a separate consultation on the closure proposals.

119 The Council will support GMPTE in securing the necessary powers to build a second Metrolink crossing within the City Centre 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.

120 The Council recognises that 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.

121 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. 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.

122 GMPTE will deliver improved passenger information facilities on the Metrolink system during 2010. The Council will also work with GMPTE and operators to develop better 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.

123 The Council will work with GMPTE, the Highways Agency and neighbouring local authorities to identify and deliver an extended programme of Park and Ride at key locations on the existing and future network which, together with additional tram capacity, will assist in managing the growth in car traffic into the City 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. 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

GMPTE 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 MediaCityUK into the City Centre without having to change trams en route
- The flexibility to serve special events
- 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 (formerly G-Mex) and runs along Cross Street and Corporation Street to rejoin Metrolink outside Victoria Station.

There would be two new stops including one serving Corporation Street/Exchange Square and the other in the vicinity of Central Library.

The proposed scheme provides the most direct route between Manchester Central and Victory 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, 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 that 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, MediaCityUK 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
- 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. Detailed access and servicing arrangements will be developed particularly in the vicinity of the proposed stops.

GMPTE will be carrying out a more detailed consultation on the proposed route in early 2011.
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 to grow.

Key issues summary

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

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, as part of the Northern Hub proposals. Delivering on these improvements represents a key challenge in the current economic climate; however, the Council is committed to exploring all available options.

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

<table>
<thead>
<tr>
<th>Description</th>
<th>Delivered by</th>
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<tbody>
<tr>
<td>Improvements to platforms, passenger waiting facilities, information and lighting at Victoria Station</td>
<td>2010/11</td>
</tr>
<tr>
<td>Improvements to disabled access provision at Oxford Road Station, including passenger lift to platforms 2 and 3</td>
<td>2011/12</td>
</tr>
<tr>
<td>Increased car parking provision at a number of rail stations</td>
<td>2012#</td>
</tr>
<tr>
<td>Improved journey times to Liverpool through DfT’s electrification scheme</td>
<td>2013#</td>
</tr>
<tr>
<td>Major refurbishment of Victoria Station</td>
<td>2014</td>
</tr>
<tr>
<td>Increase rolling stock capacity committed by DfT for additional passengers through HLOS</td>
<td>2014#</td>
</tr>
</tbody>
</table>
The Way Forward

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 committed by the previous Government by 2014. Despite the strong growth in Manchester’s rail commuting since 2000 and the anticipated continued growth in the coming decade, the DfT has recently proposed 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 Greater Manchester’s needs for the period up to 2014. Through the ongoing governance work, we are developing 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.

The Council will work with the Government, Network Rail and developers to secure funding that will allow a substantial improvement to the passenger facilities at Victoria, Oxford Road, Salford Central and Salford Crescent. At these locations it will be important to develop proposals that bind these sites closely into the city transport system and plans for urban development. We will also continue to work with GMPTE and Northern Rail to improve passenger facilities at rail stations that give access to the City Centre. In particular investment should provide better access for the disabled and measures to improve passenger safety and security.

Victoria Station in particular must become a key priority for Network Rail. In March 2010 we welcomed their announcement of a major package of investment to transform the station, including a new roof, redesigned concourse, new ticket office, information booth, waiting rooms and toilets. The scheme is intended to retain, restore and enhance the station’s heritage features including the glazed entrance canopy. We will work with GMPTE and Network Rail to ensure that this essential upgrade is delivered as quickly as possible. The option will also be explored to secure Victoria’s adoption as a ‘Network Rail Managed Station’ giving it the same status as Piccadilly.

We will also press to ensure that Network Rail’s electrification of the Liverpool–Manchester line via Newton-le-Willows is delivered and maximises the spin-off benefits to commuters, through, for example increased Park and Ride. The DfT announced in December, 2009 further electrification in north west England with proposals for Manchester–Bolton–Preston–Blackpool and Liverpool–Wigan–Preston–Blackpool (at a total cost of £200million), utilising second-hand trains from the London area. Subject to funding approval, the first part of the Liverpool–Manchester scheme would be available for use in 2012 (enabling Manchester–Scotland services to become electric), and the full Liverpool–Manchester service could be operating in 2013. The Liverpool via Wigan and Manchester via Bolton to Preston and Blackpool works would follow later in 2017.

The reduced journey times that these proposals will deliver extends the potential labour pool for the City Centre and improves the overall connectivity of the city region.
As part of the joint work with DfT regarding governance, GMPTE 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.

The Council will continue to work with the Government, the Northern Way, GMPTE and Network Rail to secure funding for the delivery of the package of measures identified to address the Northern Hub. There is now a national recognition that 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.

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 wider high-speed network including ease of interchange in the capital. The Council will work with GMPTE to ensure that high-speed rail proposals are developed in a manner consistent with the Northern Hub proposals so that they best complement local rail services. 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.

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.

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
- High fares, especially single trips and variance between operators
- Increased influence over bus issues, particularly multi-operator ticketing, network design, ‘real time’ passenger information and vehicle quality

To attract new users particularly from car travel, the bus network will need to deliver quality improvements that will make it more attractive to more 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 Greater Manchester 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, supported by effective information systems and ticket ranges that offer value-for-money, are easy-to-understand and are relevant to modern working patterns, will be essential to attract new passengers.
Funded schemes and interventions

<table>
<thead>
<tr>
<th>Scheme</th>
<th>Delivered by</th>
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<tbody>
<tr>
<td>&gt; The Metroshuttle services will be enhanced by a new fleet of diesel-electric hybrid buses and the network will be developed to complement Metrolink and the Cross City bus package</td>
<td>2010 onwards</td>
</tr>
<tr>
<td>&gt; More effective use will be made of Shudehill Interchange through relocation of existing on-street facilities</td>
<td>2011</td>
</tr>
<tr>
<td>&gt; Deliver new bus routes that connect north and south Manchester through the City Centre. The proposed routes include:</td>
<td>Phased construction through to 2013#</td>
</tr>
<tr>
<td>&gt; Swinton to Manchester Royal Infirmary, including a connection to the Leigh-Salford-Manchester busway.</td>
<td></td>
</tr>
<tr>
<td>&gt; Middleton to Manchester Royal Infirmary.</td>
<td></td>
</tr>
<tr>
<td>&gt; East Didsbury to Pendleton.</td>
<td></td>
</tr>
<tr>
<td>&gt; 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</td>
<td>2012 onwards</td>
</tr>
<tr>
<td>&gt; Complete the Leigh-Salford-Manchester busway</td>
<td>2012 onwards#</td>
</tr>
<tr>
<td>&gt; Continued traffic management and bus lane enforcement</td>
<td>Ongoing</td>
</tr>
</tbody>
</table>

The Way Forward

137 The Council and GMPTE, through the Greater Manchester Transport Fund, will implement a package of bus priority measures, supported by bus lanes, traffic management schemes and effective enforcement measures 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, including the continuing introduction of cleaner engines and a simplified range of value-for-money, multimodal ticket products delivered through an electronic smartcard scheme.

138 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 while, at the same time, balancing the needs of other demands on the City Centre road network.
With funding from the Greater Manchester Transport Fund, GMPTE is currently drawing up detailed plans for a new network of Cross City bus services (see separate box on page 39) to improve transport connections along three of the city’s busiest approach roads. At the heart of this network will be a range of new infrastructure provision to be built in the City Centre, such as new bus priority measures, traffic management schemes, new signal technology, improved boarding and alighting facilities, and better, safer pedestrian crossings. The new infrastructure will give GMPTE an opportunity to work with bus operators to introduce additional through services to complement the services to be introduced as part of the Cross City package.

GMPTE and GMITA are developing a bus strategy that will work towards increasing bus patronage (including attracting more people from their cars) and securing improved bus services in terms of the quality of vehicles, their punctuality and, where affordable, greater network coverage. These changes could be delivered through stronger partnership working with bus operators using powers provided by the Local Transport Act 2008 covering tendering, Voluntary Agreements and Quality Partnership Schemes (QPS), or through a Quality Contract Scheme (QCS).

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. GMPTE and the Council will also have a key role to play in delivering these improvements through more effective highway management, better enforcement and the provision of improved passenger facilities. The Council 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.

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 dependent on the availability of suitable sites and funding. Further consultation will be carried out as and when appropriate sites have been identified and funding is available to support their construction.

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 serve the main destinations 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.

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.

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.
146 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.

147 The flagship Metroshuttle network was established by the Council in 2002 to ensure effective connectivity between key public transport termini, car parks and areas of activity across the growing City Centre. Metroshuttle now carries more than 2.6million passengers per year linking 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 retendering and relaunching the services during 2010. This will see the introduction of a new fleet of modern vehicles powered by more environmentally friendly diesel-electric hybrid engines funded in part through funding from the DfT’s Green Bus Fund.

148 Although coaches do not currently have a major role as a means of accessing work, carrying less than one per cent of commuters peak times, they are an important part of the inter-city transport network. The Council will work with GMPTE and bus and coach operators to examine the scope for express buses or coaches to operate on key long-distance corridors, especially where there are no rail services or where parallel rail routes are overcrowded.

149 Coaches are also a cost-effective means of longer-distance travel popular with students and older people with many trips starting, ending or interchanging at the Manchester Central Coach Station on Chorton Street. Coaches are also a vital part of the tourism and visitor market and are particularly important in serving the shows and events at the MEN Arena and at the city’s theatres. The Council will continue to work closely with coach operators to ensure both adequate signing to suitable coach parking locations in and adjacent to the City Centre and the ability to pick up and drop off visitors near key City Centre attractions.
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 will enable improved transport connections along three of Greater Manchester’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 (East Didsbury) 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 later this year with completion in 2013. Further consultation with local businesses and residents is being undertaken through the detailed design stages.

The Proposals

The package is part of the £1.5billion 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)
- From Parrs Wood via Wilmslow Road and Oxford Road.

Manchester City Centre
Introducing Cross City Bus Travel
Detailed Plan - October 2009

Plan showing the proposals for central Manchester

Key
- Existing highways
- Bus lane
- Cycle, pedestrian
- Loading areas
- Taxis
- Tram route
- New cycle lanes
- New road layout
- Park and ride
- Existing high
- Park and ride
- New cycle lanes
- New road layout
- Park and ride
- Existing high
- Park and ride
- New cycle lanes
- New road layout
- Park and ride
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 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, thus 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 the 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 modeling 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 improvements on these corridors.

GMPTE and the Council consulted extensively on each of the Cross City proposals during 2009 and the early part of 2010. Detailed designs have been devised and GMPTE is now seeking formal powers and funding to construct the schemes. Programme entry status was granted in March 2010. GMPTE is now proposing to develop the scheme proposals in accordance with revised major scheme guidance to progress the schemes towards full approval subject to the outcome of the Government spending review.
Cars, Highways and Parking

150 Private cars remain an important mode of access to the City Centre particularly for commuting, shopping and leisure. While overall demand has increased by ten per cent since 1997, the cars’ share of trips in the peak period has fallen.

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

151 This strategy recognises that it will be important to retain good access to the City Centre for cars and service traffic alike.

152 We must acknowledge, however, that 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 businesses that rely on the roads for servicing.

153 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 and Ride options and by promoting Smarter Travel Choices, 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 30,000, 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.

154 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.

<table>
<thead>
<tr>
<th>Funded schemes and interventions</th>
<th>Delivered by</th>
</tr>
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<tbody>
<tr>
<td>&gt; Tackle congestion on priority routes serving the City Centre as part of the Greater Manchester Congestion Target Delivery Plan</td>
<td>Ongoing</td>
</tr>
<tr>
<td>&gt; Upgrade of the UTC system in the City Centre</td>
<td>2010</td>
</tr>
<tr>
<td>&gt; Upgrade and expansion of the City Centre Car Park Guidance (VMS) system</td>
<td>2010</td>
</tr>
<tr>
<td>&gt; 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</td>
<td>2012</td>
</tr>
<tr>
<td>&gt; Expansion and development of the Metroshuttle free City Centre bus (linking public transport termini and car parks to the business and retail areas)</td>
<td>2012</td>
</tr>
<tr>
<td>&gt; 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</td>
<td>2016</td>
</tr>
</tbody>
</table>
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 Ducie Street/Trinity Way junction
- Great Ancoats Street junctions
- Cheetham Hill Road/New Bridge Street junction
- Miller Street – Addington Street/Swan Street
- Cheetham Hill Road/Queens Road
- Queens Road/Rochdale Road
- Rochdale Road/Queens Road
- Queens Road/Scropton Street to Monsall Road
- Alan Turing Way, approaching the junction into Gibbon Street (turn into Asda)
- Pottery Lane/Kirkmanshulme Lane/St John’s Road
- Slade Lane – junction with Stockport Road

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

The Way Forward

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 Salford City Council 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.

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 traffic should ensure that the City Centre remains accessible to service traffic. We will do this by developing plans for making best use of and strengthening the main 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.

These changes will in turn provide capacity for the introduction of priority measures to accommodate public transport and also opportunities for an improved public realm to accommodate the significant numbers of pedestrians moving around the City Centre.

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.
The Council will work to develop a comprehensive signing and routing strategy (including the removal of existing clutter) 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.

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 Metrotrolley, Cross City buses and Metrolink or walking to their destination, taking advantage of the network of public realm improvements.

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.

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 Salford City Council to work together to develop a joint parking strategy to be brought forward for public consultation. 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.

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 while holding the car numbers relatively constant. How we will achieve this is set out in more detail in the later section on Smarter Choices.

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.

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

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

Delivery of improved public realm 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

<table>
<thead>
<tr>
<th>Schemes/interventions</th>
<th>Delivered by</th>
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<tbody>
<tr>
<td>- Oxford Road – the proposed diversion of through and general traffic allows the carriageway to be narrowed, footways to be widened and 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</td>
<td>2012#</td>
</tr>
<tr>
<td>- St Peter's Square refurbishment, where general traffic and buses will be removed, as will buses along Mosley Street</td>
<td>2014</td>
</tr>
<tr>
<td>- The closure of 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</td>
<td>2014</td>
</tr>
<tr>
<td>- New public spaces along the River Irwell, including Salford’s Exchange/Greengate proposals, which incorporate a new pedestrian bridge over the river</td>
<td>2016</td>
</tr>
<tr>
<td>- New or enhanced pedestrian walkways along the river frontage as part of Irwell River Park</td>
<td>2016</td>
</tr>
</tbody>
</table>
The Way Forward

170 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.

171 We will also seek to make best use of the walking opportunities presented by the city’s network of inland waterways and the Irwell River Park to provide attractive walkways linked into the City Centre footpaths and public squares.

172 The Council will work closely with the Salford City Council to co-ordinate the proposed public realm works on either side of the river at Exchange/Greengate and Victoria Street/Cathedral Square. The closure of Victoria Street will require complementary traffic management measures to redirect through traffic to the IRR while maintaining local access. Buses will be rerouted via a combination of Chapel Street, Victoria Bridge Street, Deansgate and Bridge Street/New Bailey Street.

173 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.

174 The Council will manage the risk of conflict between pedestrians, buses, trams and general traffic. Where possible, footways will be widened with crossing lengths reduced and, where appropriate, greater priority for pedestrians at key junctions will be made through the introduction of diagonal crossings.

175 Planning improvements in the City Centre for pedestrians will take account of key desire lines, with the 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.

176 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.

177 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 and will consult further on any proposals. 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

178 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. This will be delivered in partnership with Salford City Council to ensure that the development of the strategy is carried out in a holistic manner and that infrastructure is delivered efficiently.

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

179 We will also increase and improve the provision of secure cycle parking at key locations, especially areas like rail stations and bus stations. The Council views the provision of adequate and safe cycle parking as a key factor in helping change the travel behaviour of visitors to the City Centre.

180 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. Cycling rates along these corridors are already some of the highest in the city and we will support the needs of experienced cyclists to take advantage of this investment.

181 The Council is committed to investigating innovative ways to improve cycling infrastructure and increase cycling rates. We will play an increasing role in delivering new facilities and look at opportunities for delivering new infrastructure alongside public transport and highway improvement schemes.

Funded schemes and interventions

<table>
<thead>
<tr>
<th>Funded schemes and interventions</th>
<th>Delivered by</th>
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<tbody>
<tr>
<td>&gt; As part of Smarter Choices, encourage employers to prepare Workplace Travel Plans that will include the provision of adequate parking, changing and storage facilities and the introduction of salary sacrifice and loan schemes</td>
<td>Ongoing</td>
</tr>
<tr>
<td>&gt; The Council will work with the Salford City Council, transport operators and cycle groups to deliver additional cycle parking in key locations, particularly transport interchanges</td>
<td>From 2010</td>
</tr>
<tr>
<td>&gt; A Strategic Plan for Cycling in Manchester will be developed in partnership with the relevant cycling organisations and advocates</td>
<td>2010</td>
</tr>
<tr>
<td>&gt; Cycle hire scheme at Piccadilly Station (funded from Government Cycle-Rail programme)</td>
<td>2011</td>
</tr>
<tr>
<td>&gt; 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</td>
<td>2012#</td>
</tr>
</tbody>
</table>
The Way Forward

182 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 to the IRR), which can discourage cycling, and identify solutions. The focus of the strategy will be improving routes within the City Centre to make them safer and to increase the number of people cycling by creating a positive environment for cyclists.

183 The Council will work with the Salford City Council, the universities and private sector interests to examine the feasibility and delivery of a cycle hire scheme. Furthermore, we will work with cycling organisations to continue to promote cycling across the city through the development of a Strategic Plan.

184 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. The integration of sustainable modes of travel with major public transport infrastructure is a key aim of the strategy, with cycling taking a central role.

185 GMITA has set up a Working Group to examine whether there are any safe ways in which cycles could be carried on the Metrolink system. The review is expected to be completed by late 2010. GMPTE is also carrying out a consultation on the best ways to extend cycle parking provision at Metrolink stops.

186 The Council is working with Network Rail to deliver a cycling centre at Piccadilly Station. This will provide safe, secure, covered cycle parking for a significant number of cycles and will be a major improvement over current facilities. The Council is also working with Cycle England and Virgin Trains to incorporate a cycle hire facility into the centre. It is anticipated that this scheme will be delivered by March 2011. Additional City Centre cycle centres are planned for other locations subject to the availability of funding.

187 The Council will also 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

188 Smarter Choices are measures to help reduce the need to travel and encourage greater use of sustainable modes. They can be targeted 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.

Key issues summary

- Investigate potential for multi-modal and integrated ticketing
- Address the need for better ‘real time’ passenger information
- Engage with businesses on Smarter Choices initiatives through increased take-up of travel plans
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, increasing (through the encouragement of car sharing) the occupancy ratio of cars currently entering the City Centre during the morning peak period 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 while keeping car numbers constant. Where people need to use cars, we will encourage greater use of Manchester’s car club (currently operated by City Car Club).

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 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.

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.

<table>
<thead>
<tr>
<th>Funded schemes and interventions</th>
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<tr>
<td>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 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:</td>
<td>Ongoing</td>
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<tr>
<td>&gt; The health benefits of walking and cycling</td>
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<tr>
<td>&gt; More use of public transport by the provision of personalised information and ticketing offers</td>
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<td>&gt; Car sharing schemes</td>
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<td>&gt; Salary sacrifice schemes</td>
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<td>&gt; Use of the car club</td>
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The Way Forward

There is an opportunity for City Centre businesses, working with the 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. However, simply preparing travel plans is not enough and we will need to work with partners to ensure that plans are implemented effectively, monitored regularly and kept relevant and up to date.

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 for City Centre employers through the Council’s Travel Change team.

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 by making effective use of advances in technology. In particular we will support the introduction of a multimode, multioperator 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 five 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.

The 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. GMPTE has submitted a spending plan to DfT to support a phased introduction of a smart ticketing solution across Greater Manchester. This will include an ITSO-compliant smartcard with bank credit/debit smart ticketing capability to be delivered initially on the Metrolink network commencing for at least one line from summer 2011.

In addition, work will be progressed across these initiatives as part of our commitment to a low-carbon future in the city region. 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 Council would be supportive of these measures and work to identify potential locations for any equipment.
Delivering the Strategy
Monitoring and Review

196 While providing a clear framework is critical to successful delivery of the transport improvements that will support the continued success of the City Centre, this strategy has been written against a background of uncertainty as a result of the current economic position and the submission of a number of schemes to the Government’s spending review. Although there are clear signs that the economy is coming out of recession, we face a period of public sector spending restraint. We need to ensure that the strategy remains relevant, dynamic and flexible. To this end, we will develop and maintain a Monitoring Programme to report on progress at six-monthly intervals and keep the strategy under regular review.

A Framework for Delivery

197 The successful delivery of this transport strategy is 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.

198 The GMTF will give Greater Manchester a great boost by identifying 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, the Government and major transport operators will also need to make contributions to ensure the maximum benefits of the strategy are achieved. The Cross City bus package, Park and Ride and local rail station projects within the GMTF package are subject to the current spending review, but offer major economic benefits both locally and strategically. Consequently AGMA and GMITA remain confident that they will be delivered over the coming years. The spending review does not impact on our Metrolink expansion plans, which are now underway.

199 The strategy provides a clear framework to take forward these and other initiatives in the short-to-medium term. The Council will work closely with GMPTE (which will be responsible for delivering many of the projects) and other partners to bring together all elements of the strategy, develop an Implementation Plan and manage the various construction programmes to secure timely delivery of the schemes while ensuring that the City Centre continues to function efficiently.
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