



Executive

Date: Wednesday, 14 November 2018
Time: 10.00 am
Venue: Council Antechamber - Council Antechamber, Level 2,
Town Hall Extension

Everyone is welcome to attend this committee meeting.

Access to the Council Chamber

Public access to the Council Chamber is on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. That lobby can also be reached from the St. Peter's Square entrance and from Library Walk. **There is no public access from the Lloyd Street entrances of the Extension.**

Filming and broadcast of the meeting

Meetings of the Executive are 'webcast'. These meetings are filmed and broadcast live on the Internet. If you attend this meeting you should be aware that you might be filmed and included in that transmission.

Membership of the Executive

Councillors

Leese (Chair), Akbar, Bridges, Craig, N Murphy, S Murphy, Ollerhead, Rahman, Stogia and Richards

Membership of the Consultative Panel

Councillors

Karney, Leech, M Sharif Mahamed, Sheikh, Midgley, Ilyas, Taylor and S Judge

The Consultative Panel has a standing invitation to attend meetings of the Executive. The Members of the Panel may speak at these meetings but cannot vote on the decision taken at the meetings.

Agenda

- 1. Appeals**
To consider any appeals from the public against refusal to allow inspection of background documents and/or the inclusion of items in the confidential part of the agenda
- 2. Interests**
To allow Members an opportunity to [a] declare any personal, prejudicial or disclosable pecuniary interests they might have in any items which appear on this agenda; and [b] record any items from which they are precluded from voting as a result of Council Tax/Council rent arrears; [c] the existence and nature of party whipping arrangements in respect of any item to be considered at this meeting. Members with a personal interest should declare that at the start of the item under consideration. If Members also have a prejudicial or disclosable pecuniary interest they must withdraw from the meeting during the consideration of the item
- 3. Minutes**
To approve as a correct record the minutes of the meeting held on 17 October 2018 – the minutes **will follow**
- 4. The Factory** **Deansgate**
The report of the Strategic Director (Development) and the City Treasurer is enclosed 5 - 26
- 5. Playing Our Full Part on Climate Change - Updating Manchester's Commitment** **All Wards**
The report of the Deputy Chief Executive is enclosed 27 - 58
- 6. Sprinkler and Fire Safety Works Update** **Various**
The report of the Strategic Director (Development) is enclosed 59 - 90
- 7. Capital Programme Update**
The report of the Chief Executive and City Treasurer **will follow**
- 8. Manchester Science Park (MSP) Strategic Regeneration Framework Update**
The report of the Strategic Director (Development) **will follow**
- 9. Oxford Road Corridor Strategic Regeneration Framework Guidance**
The report of the Strategic Director (Development) **will follow**
- 10. First Street Development Framework Update 2018 Consultation** **Deansgate**
The report of the Strategic Director (Development) is enclosed 91 - 106

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| 11. Great Ducie Street Strategic Regeneration Framework
The report of the Strategic Director (Development) is enclosed | Cheetham;
Piccadilly
107 – 126 |
| 12. Funding towards City Centre Free Bus (Metroshuttle) Costs
The report of the City Treasurer and City Solicitor is enclosed | Deansgate;
Piccadilly
127 - 134 |

Information about the Executive

The Executive is made up of ten Councillors: the Leader and two Deputy Leaders of the Council and seven Executive Members with responsibility for: Children Services; Finance & Human Resources; Adult Services; Schools, Culture & Leisure; Neighbourhoods; Housing & Regeneration; and Environment, Planning & Transport. The Leader of the Council chairs the meetings of the Executive

The Executive has full authority for implementing the Council's Budgetary and Policy Framework, and this means that most of its decisions do not need approval by Council, although they may still be subject to detailed review through the Council's overview and scrutiny procedures.

It is the Council's policy to consult people as fully as possible before making decisions that affect them. Members of the public do not have a right to speak at meetings but may do so if invited by the Chair.

The Council is concerned to ensure that its meetings are as open as possible and confidential business is kept to a strict minimum. When confidential items are involved these are considered at the end of the meeting at which point members of the public and the press are asked to leave.

Joanne Roney OBE
Chief Executive
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Further Information

For help, advice and information about this meeting please contact the Committee Officer:
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This agenda was issued on **Tuesday, 6 November 2018** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Mount Street Elevation), Manchester M60 2LA

**Manchester City Council
Report for Resolution**

Report to: Resources and Governance Scrutiny Committee – 8 November 2018
The Executive – 14 November 2018

Subject: The Factory

Report of: Strategic Director (Development) and the City Treasurer

Summary

The purpose of this report is to update Members on: progress with the delivery of The Factory Arts Centre, including the terms for the Notice to Proceed to construction of the main works under the executed Management Contract for the delivery of The Factory; and progress with the redevelopment of St John's.

Recommendations

The Executive is recommended to:

1. Note progress with the delivery of The Factory, including preparation for the issuing of the Notice to Proceed, which will commence the process to deliver the major construction works; and a significant programme of social value commitments.
2. Recommend to the Council to approve a Capital Budget increase of £18.97M, funded by Capital Receipts. This will increase the total capital budget for the construction of The Factory from £111.65M to £130.62M.
3. Recommend to the Council a Capital Budget virement from the Strategic Acquisitions Capital Budget of £1.286M, to cover additional land assembly costs, associated with the acquisition of and securing timely access to the Factory site.
4. Recommend to the Council a Capital Budget virement of £4.3M from the Sustaining Key Initiatives Capital Budget for the loan facility to Manchester Quays Riverside Limited, on commercial terms. This will accommodate the changes to the structure of the loan reported to The Executive on the 30th May 2018 in the '*Capital Programme – Proposed Increases*' report which means £4.3m will be repaid after the construction project has completed. The virement will be for the period until the loan is repaid in the form of a capital receipt which will be ringfenced to the Sustaining Key initiatives budget. As such this is a timing issue and not an increase in the cost of the project.
5. Note the progress made by Manchester International Festival to prepare the organisation to operate The Factory, including recruitment, business planning, artistic programme development and social value benefits, in the lead up to

MIF19.

6. Note the intention to make the next formal submission of the updated business plan to Arts Council England in December 2019.
7. Note progress in the development of employment, training and education opportunities and creative engagement programmes as part of The Factory's skills development programme.

The Council is recommended to:

1. Approve the Capital Budget increase of £18.97M, funded by Capital Receipts. This will increase the total project capital budget from £111.65M to £130.62M.
2. Approve a virement of £1.286M, from the Strategic Acquisitions Capital Budget to cover the additional land assembly costs associated with the acquisition of land needed to secure the timely access to the Factory site.
3. Approve a virement of £4.3M from the Sustaining Key Initiatives fund for the loan facility to Manchester Quays Riverside Limited, on commercial terms. The intention is to transfer the loan to the Factory Capital Budget until it is repaid, and is not a budget increase. The repayment of the loan will be a Capital Receipt which will be ringfenced to the Sustaining Key initiatives budget

Wards Affected: Deansgate

Manchester Strategy outcomes	Summary of the contribution to the strategy
<p>A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities</p>	<p>The Factory will accelerate economic growth in the region by playing an integral part in helping Manchester and the North of England enhance and diversify its cultural infrastructure by attracting clusters of related creative industry activities and enhance the visitor economy.</p> <p>The Council will develop a Creative Enterprise district proposal to support and incentivise creative SME co-location, and maximise training and educational opportunities in the area. The first phase will relate to Enterprise City and the creation of a Tech Hub in the Bonded Warehouse. Enterprise City is an integral element of St. John's creating a new cluster of innovative city centre workspaces that support the growth of the City's economy.</p>

<p>A highly skilled city: world class and home-grown talent sustaining the city's economic success</p>	<p>The Factory will make a direct contribution to the growth of creative industries, improve talent retention in the North, and reduce the dependency on London as the provider of creative industries training and employment. New direct jobs to run and operate the venue will also be created. Factory is expected to support over 1,500 FTE jobs after year 10 and add up to £1.1billion to Manchester's economy.</p> <p>The Factory has levered £85.05M new Exchequer investment into Manchester.</p> <p>The Factory is leading on a consortium approach to training and skills, developing partnerships with the city's Cultural, Further and Higher Education (FE/HE) Institutions and will further support the city's drive for high calibre graduate talent retention through job creation programmes. It will act as a UK leader in the creative sector/FE/HE led training to expand access for Manchester's young people into creative jobs.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The Factory and wider St. John's development will create a vibrant new neighbourhood based around the former ITV: Granada Studios site. The intention is to encourage independent, niche and creative uses and businesses with new office, cultural, workspace and leisure development with residential units.</p> <p>The presence of The Factory as a 'cultural anchor' has already had a catalytic effect in terms of reimagining the creative redevelopment of the Science and Industry Museum site and the Upper and Lower Campfield Markets as a creative district.</p> <p>The Factory will build new diverse younger audiences from within Manchester and beyond, combined with expanded, more mature established arts audiences.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The Factory will benefit from excellent public transport connectivity, ensuring the site can be easily accessed by visitors. The Factory will attract 850,000 visitors per annum with 650,000 drawn from within the Greater Manchester area.</p> <p>Sustainable design and development principles are embedded into the scheme.</p>

	The benefits of cultural investment are much broader than the direct impact of expenditure by visitors, with cultural activities making an important contribution to community engagement and initiatives targeted at young people, older people, under-represented and disadvantaged groups.
A connected city: world class infrastructure and connectivity to drive growth	<p>The Factory will benefit from strong public transport links with both rail and Metrolink stations and with access to a choice of multi-storey car parks for visitors.</p> <p>The development will be well served by new pedestrian walkways and cycle routes. This will include the recently completed replacement Prince's Bridge scheme, improved pedestrian connectivity as part of the St. John's developments, and proposals by the Science and Industry Museum, which will provide residents with improved linkages to surrounding neighbourhoods and city centre districts. New public spaces and connections are proposed, which will significantly improve the environment of this part of the city centre.</p>

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences - Revenue

There are no further revenue consequences arising from this report.

Financial Consequences – Capital

The existing total Capital Budget for The Factory construction is £111.65M. This report is requesting a budget increase of £18.97M, funded by capital receipts to provide a total capital budget of £130.62M. The reasons for this increase are set out in the report.

Good progress has been made since the last report to Executive in March 2018 in finalising the design, and the contractor has undertaken procurement of several main trade packages. RIBA Stage 4a (detailed design) is due to complete in the next two months, with the remaining works packages progressively put to market between now and September 2019. Procurement of speciality stage engineering and theatre fit out packages will take place in the latter part of 2019 to ensure that the required equipment is bought at the best price. This activity has been considered in arriving at the revised capital project budget.

£78.05M has been secured from the Treasury, following the approval of the 5-case business case in January 2017.

The project secured stage one approval for a £7M Arts Lottery Grant in June 2017. The stage two application was submitted in July and the drawdown of this funding will be considered by the January 2019 ACE Council Meeting. This will increase the combined Exchequer funded and Lottery investment to £85.05M.

A fundraising committee has been established, chaired by Sir Howard Bernstein and made up of influencers from Manchester and beyond, with a target of raising £5M to support capital costs. The fundraising activity will escalate once significant construction activity is underway, to help inspire investment in this transformational project. Fundraised income will be captured in the later stages of the project cashflow.

The Council has previously committed £21.6M to the capital costs of the project. A further contribution of £18.97M is requested, to be met from capital receipts. The revised total capital budget for the project is £130.62M.

Further capital costs of £1.286M have been incurred to acquire both the 999-year lease from the Science and Industry Museum and the freehold interests from Manchester Quays Limited (an Allied London Company). These include a premium and associated fee paid to the Museum and legal fees relating to acquiring the freehold interest, masterplan consultant costs, development delivery agreement milestone payment, payment to Network Rail for a construction lease, and compensation to a car park operator for providing early vacation of the riverside site. The additional costs will be met from a virement from the Strategic Acquisitions Capital Budget.

On 30 May 2018, the Executive approved a loan of £5.1M to Manchester Quays Riverside Limited on market terms, in order to acquire the Riverside site from Castlefield Properties (an ITV subsidiary). The loan was approved as part of the arrangements to secure the freehold and necessary access to allow for the efficient construction and operation of Factory and was to be funded from The Factory capital budget as any loan over 12 months is treated as capital expenditure.

Part of the £5.1M loan identified above (£800,000) is repayable in this financial year and will be met from the Factory budget. As the balance of £4.3M is repayable either on the 1st anniversary after completion of the Factory or 5 years after the date of the Agreement (10th August 2023), whichever is the earlier. This will be met through a virement from the Sustaining Key Initiatives Capital Budget. The funding is required until the loan is repaid at which point the capital receipt will be ringfenced to the Sustaining Key Initiatives budget. As such it is not an increase in the overall capital budget required to deliver the project.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy, please contact one of the Contact Officers above.

The Factory

1. Report to the Executive 29 July 2015 – The Factory Manchester
2. Factory Manchester Project Overview 31st May 2016
3. Report to the Executive 26 July 2016 – Updated Draft St. John’s Strategic Regeneration Framework and Factory Manchester
4. Report to the Executive 11 January 2017 – Updated Draft St. John’s Strategic Regeneration Framework and Factory Manchester
5. Report to the Executive 26 July 2017 – Factory Manchester
6. Report to the Executive 21 March 2018 – St. John’s Proposals including Factory Manchester
7. Report to the Executive 30 May 2018 – Capital Programme – Proposed Increases

St John's

1. Draft Quay Street and Water Street Development Framework February 2012
2. Report to the Executive 14 March 2012 – ITV/Quay Street Regeneration Framework
3. Report to the Executive 29 October 2014 – ITV/Quay Street Regeneration Framework
4. Draft St Johns, Manchester Strategic Regeneration Framework October 2014
5. Report to The Executive 13 February 2015 – ITV/Quay Street (St. John's) Regeneration Framework Consultation
6. St Johns Strategic Regeneration Framework February 2015
7. St. John's Strategic Regeneration Framework Update November 2016

1.0 Background

- 1.1 This report provides an update on progress with delivering The Factory, including the capital cost of the building, social value benefits and the role of Manchester International Festival. The report also provides an update on delivering the St John's regeneration area.
- 1.2 Located next to the Science and Industry Museum and in the centre of the new St. John's neighbourhood being developed by Allied London, The Factory will be the catalyst for a major cultural, creative and technological hub and make a significant contribution to the success of the ongoing regeneration of this part of the city centre. A cultural campus will be created with the combined attractions of The Factory (850,000 visitors per annum) and the Science and Industry Museum (500,000 visitors) physically linked together, set in the heart of a new cluster of innovative city centre workspaces and content production studios.
- 1.3 The Factory project will create a world-class performance space in the heart of Manchester and provide the anchor to the St John's development, building on the city's strengths and long history as a centre for culture, creativity, producing cutting edge artistic endeavour. It will provide a permanent home for Manchester International Festival (MIF) in an all year-round venue with a rich blend of ticketed and free events inside the building and the surrounding public spaces.
- 1.4 The Factory has attracted significant government investment, almost unique outside of London and the South East. An investment of £40.57M funded from capital receipts will lever £85.05M of government funding to Manchester alongside £9m per annum of Arts Council England revenue funding to ensure the success of the facility.

2.0 St John's Update

- 2.1 The Factory, and the decision to locate it within the St. John's regeneration area, was to act not only as a key economic and cultural driver for the City-region, but also to create the catalyst for the regeneration of this part of the city. Significant progress has been made with the redevelopment of St. John's since the report to the Executive in March 2018. Allied London has recently announced a long-term partnership with Aviva Investors to create Enterprise City. The funding partnership, which values the project in excess of £500M, will secure the long-term future for this new city centre neighbourhood.
- 2.2 Allied London have made significant progress to attract businesses to the development, well in advance of construction activity commencing. Global tech company Booking.com will be one of the key anchor tenants for Enterprise City after taking 222,000 sq. ft. at the planned Manchester Goods Yard development. Manchester was in competition with other European Cities for this investment. Along with fit-out of the offices and additional staff, Booking.com will commit a £100M investment in this site over 10 years. The

offices will be the e-commerce company's global headquarters for its ground transport division. Manchester Booking.com will consolidate its four existing city centre sites – home to more than 1,500 employees into the new building; it has created 75 new jobs this year and is looking to hire a further 200 over the next few months. Enterprise City has the capacity to accommodate over 5,000 jobs and Booking.com now has the room to expand its operations year on year in this new business district. The wider St. John's will also provide a further 1,000 jobs in retail, leisure and hotel developments together with new homes and 13 acres of new public realm in this new city centre neighbourhood, adjacent to the business-led district of Spinningfields.

- 2.3 The Farm has also recently taken 25,000 sq. ft. at Allied London's ABC Buildings, part of the wider Enterprise City development. The Farm are already in occupation following completion of works, with the rest of the building's refurbishment due to complete in early 2019. The Farm facility, initially employing 25 staff, will be the first major post production house to open in the city centre since 2014 and will change the creative industries landscape in the city. Together these two initial lettings at Enterprise City reflect the significant opportunity being developed with a focus on the tech, digital and creative sector and content production, which is assisted by and will be enriched from, the proximity to The Factory.
- 2.4 Since the closure of the former ITV /Granda studio block in the summer, ALL Studios (an Allied London company) has refined its refurbishment programme to retain the studios and film and tv production on the site. In the three studios not undergoing refurbishment, ALL Studios is currently hosting Peaky Blinders' Season 5, after successful hires to Dragons Den and Netflix production 'Wanderlust' earlier in the year. Five production companies have recently joined the wider ALL Studios campus, taking offices in the Bonded Warehouse since September. Clearly, the retention and development at St. John's of a significant and growing studio offer aligns closely with the creative ambition of The Factory.
- 2.5 Allied London soft launched the newly-refurbished Bonded Warehouse in September and have around 20 tech companies taking space in the three available floors of the building. This new Tech Hub located adjacent to The Factory is providing 80,000 sq. ft for SME's and will be supported by a DCMS £2M grant for the fit out of Level 3, providing 15,000 sq ft of office and networking space capable of accommodating 350 people. Tech Nation, the Government backed network for tech entrepreneurs, has established its new Northern HQ in the building and will be a delivery partner alongside ALL Work & Social for the Level 3 co-working space. Leisure tenants will shortly commence fit out on the lower floors.
- 2.6 Since obtaining a planning consent for 1,400 residential units, Allied London has been looking for a development partner for the Trinity Islands development to ensure that the sites are developed as a key area relating to St John's and Castlefield. Renaker has now acquired the sites and has a proven track record as a residential developer and contractor in Manchester.

3.0 The Factory Project Update

- 3.1 The report on the Economic and Social Impact on Culture in October 2016, considered by the Communities and Equalities Scrutiny Committee, noted the key role that the cultural sector plays in the economy of Manchester. From permanent attractions to annual and one-off events, the sector generates a range of economic and social impacts as well as making a significant contribution to place-making activities that increase the attractiveness of the city as a place to live and visit. The impact of the cultural sector extends well beyond economic benefits and includes a range of social and regeneration impacts that reflect the diversity of engagement activities that are offered by the venues.
- 3.2 The Factory will build upon this trajectory of success and is designed to add to rather than duplicate existing provision, driving increased audience numbers and increasing the overall attractiveness of the city as a cultural destination. At 143,161 square feet, there is no other venue that can deliver the scale and ambition of production possibilities in the UK, and this nationally significant facility will fill a major gap in the city-wide cultural strategy.
- 3.3 In line with other key cultural institutions in Manchester, The Factory commits to increasing the positive social impact of culture in the city. A significant strand of creative and community engagement was a key success of MIF17, attracting more diverse participants and broadening the reach of the Festival across Manchester's communities. Through MIF19 and beyond, a year-round engagement programme will increasingly focus on The Factory helping to build a community of interest. Once the venue is up and running, this programme of significant interactions will continue, augmented by reduced ticket prices, co-creation of artistic programme and community focused productions all aimed at drawing local resident participation.
- 3.4 The Factory economic benefits are broadly measured in 3 main categories – audience/visitor economy, clustering and direct employment.
- Visitors to The Factory are anticipated to be on average 850,000 per year with 650,000 drawn from within the Greater Manchester area and 200,000 visitors from elsewhere. These external visitors will bring an additional £10.8M GVA per annum to the city.
 - The Factory will be at the heart of St. John's, which will specifically cater for creative and media businesses. This critical mass of a major producing venue and a new development with its own cultural dynamism, opens up the opportunity for a significant clustering effect. At the heart of its operation, Factory is collaborative. Staffed by a core team of approximately 150 staff, its operation relies upon supplementing this team with expertise to deliver as each production or performance demands. Over time, this will attract the co-location of sympathetic business and individuals to supply and support the Factory programme, within the context of a new creative-led neighbourhood.

- The Factory also has an important role in developing the skilled practitioners for the future. Taking the lead in a city-wide consortium, The Factory will establish training and development opportunities to provide pathways to employment and provide transformational opportunities for Manchester residents to gain skills, qualifications and ultimately a career in the creative industries.

- 3.5 These factors – helping to anchor a creative neighbourhood, delivering work through a changing pool of expertise and helping to grow the future industry practitioners – will enhance and deepen the strength of the creative and media sector in the City. The analysis shows that over a ten-year period, the net inward investment will support c1,500 full-time equivalent jobs and the total net GVA impact is estimated to be over £1.1bn from Factory employment and expenditure, additional visitors to the City and the clustering of creative industries. These projections have been thoroughly tested with the project's funding partners The Treasury and DCMS and found to be robust.
- 3.6 The Business Case for The Factory sets out specific objectives on learning and skills on which Factory's long-term success will be judged. The Factory will have a significant catalytic effect on the ability and opportunities for the city's young people in particular to pursue a career in the creative sector, in part responding to the current and projected skills shortages. The programmes will encourage learning at many different levels, incorporating education and training activities with participants learning side by side with the very best artists from around the world. In consortium with partners from across Greater Manchester, including publically funded and commercial partners as well as Further and Higher Education institutions, The Factory will form a new Centre for creative excellence, training the next generation of technicians, producers, marketers, and creatives for future roles in the performing arts and live events industries.

4.0 The Factory Project - Social Value Benefits

- 4.1 A Factory Work and Skills Board and a Social Value Operations Group have been established to support and monitor the delivery of social value commitments across the Factory project and align areas of collaboration across design, construction and operational use of The Factory. This kind of collaborative working on social value across all phases of a project is unique and provides a real opportunity to ensure outcomes are maximized to benefit Manchester residents. The Factory will provide a catalyst for the cultural sector to collaborate and deliver specialist training and apprenticeships. Early priorities are the launch of a GM cultural employer skills consortium and programme board to oversee development of a 'Training Academy' and to develop a paid summer internship programme for students and a new graduate programme.
- 4.2 Resources from the City's Work and Skills team have been seconded to support this work, working in partnership with agencies across the city. As part

of the social value commitments, the contractor, work package contractors and design team will work with MIF to deliver:

- Apprenticeships – 65 individuals including - 15 MIF Factory Academy apprentices and 50 through the contractor and work package contractors;
- Direct workforce recruitment targeted at Manchester residents, the recruitment process is now in place through the `Aspire` agency;
- Training programmes for long term unemployed, `hard to reach` residents and Manchester based graduates;
- Volunteering programmes delivered jointly by the contractor, design team and MIF including supporting community initiatives across Manchester – discussions involving the contractor and MIF underway to support local initiatives with the Castlefield Forum;
- STEAM based education opportunities for 850 Manchester school age and other young people in partnership with MIF and Science and Industry Museum, this includes a programme of 60 activities throughout the construction phase;
- Work experience opportunities for 450 individuals throughout the construction and operational phases of the project, providing an insight into the range of careers and skills involved in the project – from construction to the arts;
- Homelessness and Age Friendly projects, Manchester has a well established Homelessness Partnership including a Charter which has been developed by people with personal insight, public and private sector organisations, faith groups and charities. MIF and the contractor will sign up to the Charter and shape their support with assistance from the City's City Centre Regeneration Team's strategic lead to bring expertise and in-depth knowledge of the issues; and
- Creative engagement community programmes, including artists commissions during the construction phase.

5.0 The Factory Project - Site Acquisition and Assembly

- 5.1 On 30th May 2018, the Executive approved a loan of £5.1M to MQL on market terms, to secure the Riverside site for the Factory and the construction compound. This land was subject to an option to purchase from Castlefield Estates (an ITV company). The acquisition of the Riverside site was required both for the building of the new theatre element of the project, and to secure the freehold and necessary access and construction compound area for the efficient construction and operation of Factory.
- 5.2 Part of the £5.1M loan (£800,000) is repayable in this financial year. The balance of £4.3M is repayable on the 1st anniversary after completion of the Factory, or 5 years after the date of the Agreement (10th August 2023). The repayment of the loan will be used to support future capital expenditure on other projects.

- 5.3 To support this acquisition, the Executive is asked to approval an increase to the Factory Capital Budget by £4.3M via a virement from the Sustaining Key Initiatives Capital Budget for the loan facility to MQL Riverside Limited, provided on commercial terms. This will accommodate changes to the structure of the loan agreed in May. The loan will transfer to the Factory Capital Budget until it is repaid, and is not a budget increase. The repayment of the loan will be a Capital Receipt and will be used to support future capital expenditure on other projects.
- 5.4 In January 2017, the Council approved an increase to the Capital Budget of £4.45M to fund land assembly costs and public realm works for The Factory. The Council also received income of £4.3M to partially offset these costs through the disposal of land interests within St Johns to Allied London.
- 5.5 Since approval of the £4.45 M to fund both the land assembly and public realm costs, further additional land related costs of £1.286M have been incurred by the Council. These relate to acquisition of both the 999-year lease from the Science and Industry Museum and the freehold interests from Manchester Quays Limited (an Allied London Company). These include: a premium and associated fee paid to the Museum and the legal fees relating to acquiring the freehold interest; masterplan consultant costs; a Development Delivery Agreement (DDA) milestone payment; payment to Network Rail for a construction lease; and compensation to a car park operator for providing early vacation of the Riverside site. The additional land assembly costs will be met from a virement from the Strategic Acquisitions Capital Budget.

6.0 The Factory Project - Update on the Capital Project

- 6.1 The Factory report to the Executive in March 2018 confirmed that officers were seeking delegated approval to complete the Management Contract with Laing O'Rourke. This has now been executed and this report covers the next key milestone under the contract 'Notice to Proceed' which marks the end of the pre-construction phase and the commencement of the main works.
- 6.2 The March 2018 report also confirmed that officers were seeking delegated approval to complete the varied land agreements to secure a combined freehold and 999-year leasehold interest over The Factory site. The main agreements have now been completed with the final components to be concluded this month with Network Rail for the transfer of the new Prince's Bridge and the former Hampson Street Land which will form a new adopted highway for pedestrians and cyclists adjacent to The Factory development. There was also a commitment to report back to Executive once the detailed work to review the design and construction programme had been completed and before the Notice to Proceed is issued. It was always recognised that this may require some changes to the capital budget, and it was agreed a report would be bought back to Executive in the autumn once the detailed work had been completed and an accurate assessment of the budget requirement could be made.

- 6.3 It should be noted that the original budget was set in 2015, based on benchmark costs, to secure the government funding package. This was prior to any detailed site investigations or design work. The Factory team have undertaken a thorough review of all project costs and potential risks to bring to light any issues that may impact on programme or cost during the construction phase. The review has concluded that to deliver the vision and long-term benefits to Manchester and the wider cultural ecology, the project costs need to increase. A solution has now been achieved which is deliverable and has been robustly stress tested. This section of the report updates on the work that has been carried out and the subsequent financial position.
- 6.4 Since March, significant progress has been made to confirm the project.
- A revised planning and listed building consent was granted in July 2018 for the current scheme.
 - With the conclusion of the land deals in August, early works packages have commenced on site to demolish existing peripheral structures, instigate necessary road closures, general site clearance, service diversions and sewer amendments. These preparatory works will protect the overall programme and ensure a clean start with the main construction works at the beginning of 2019.
 - As confirmed in the March report, the Council has significantly increased the client-side management team, to ensure that the governance, delivery and partnership capabilities are sufficient to meet the needs of the coming construction phase.
 - Given the level of their investment, representatives of the government funders (Treasury, Cabinet Office, DCMS and Arts Council England) hold a monthly oversight meeting to review the project's progress and conduct annual in-depth 'Gateway reviews' to provide further assurance over the project's progress and management. The next Gateway review will take place between 19th-21st November to review the programme and project governance which will provide an additional layer of assurance over the revised management arrangements.
- 6.5 The project is being delivered under a Management Contract. This contract form offers the optimum balance between quality, risk management and value for money in the procurement strategy. Under this contract form, the works are tendered in work packages by the Management Contractor. The Management Contractor was appointed early in the design process so that their experience could be utilised to improve the cost and buildability of the project as it developed, advise on the packaging of the works and the removal of risks of scope or any interface gaps between the works packages. This approach has included the early appointment of key contractors using Pre-Construction Service Agreements to obtain further industry input into the design, remove/re-engineer components where appropriate and obtain higher cost certainty.

- 6.6 The Factory is a unique building that has no direct precedents and its uniqueness and ambition to be a world-class performance space involve a complex design and delivery process. Learning from the experience of many other cultural construction projects where significant overspends have been identified part way through construction, the combined Factory team has undertaken a robust review of all elements of the building to ensure that any potential issues are identified and tackled now at the design stage rather than further down the line when any required changes would be much costlier to implement. This has included a work package by package review, focusing on both the critical, high value packages and the more complex specialist construction components. Prudent allowances have been made against each package using tendered (actual) prices or known market costs and an allocation of informed contingency based on the detailed review process. This prudent approach has led to the early identification of an increase in overall costs but a higher degree of certainty around cost and programme.
- 6.7 During this review period serious consideration was given by the Strategic Board to reducing the size of the building as a way to achieve the previous budget. This would have further delayed the opening date, and the amount of shrinkage required would have fundamentally undermined and devalued the integrity and concept of what the Factory will be. It was determined that the loss of benefit would have far outweighed the cost saving.
- 6.8 To date over 90% cost certainty has been reached. This is achieved through a combination of work packages being tendered, particularly the key Steelwork and Mechanical, Electrical and Public Health (MEP) and a robust analysis of the remaining works (design and sequencing) so that the cost consultant can properly apply market rates. This extensive analysis of the design, essential for such a unique project, has reduced the risk of having to deal with emerging design issues during the construction period. Given the unique nature and complexity of the venue and the fact the original budget was determined in 2015, this has resulted in an increase to the capital budget. The main reasons for this are set out below.
- 6.9 As the original budget was set in 2015, it does not take into account the higher rates of construction inflation experienced since then. Our consultants advise this has been running at approximately 3% per annum. Land values in the City have also risen significantly during this period. There is a degree of uncertainty in the construction market arising out of Brexit, this has caused risks in particular packages where components are bought from Europe (Facades, MEP) and the aim for these particular works packages is buy now and eliminate further uncertainty. In contrast, the speciality stage engineering and theatre packages are being tendered later to avoid sub-contractors adding Brexit related premiums at this stage. The increase in inflation has added £5.5M to the construction costs of the project.
- 6.10 The original project budget did not take into account the longer design and construction periods necessitated by the complexity of the design, the unique challenges posed by the site and the need to resolve these before commencing permanent works. As reported, the Factory is scheduled to

enable the venue to play a major role in the 2021 rather than the 2019 Festival. The longer design and construction period required has added £3M to the original budget.

- 6.11 The former Granada Studios site has been subject to restricted access for over 50 years with incomplete records covering the changes in use over that period. During the design and enabling phases, the ground investigation surveys have unearthed significant unforeseen elements below ground that have led to more complex, expensive structural and foundation solutions. These have included finding previously unknown structures, fibre optic cables, gas and electricity supplies. Site strip has allowed for further ground investigations which identified existing foundations which required work around and break out; altogether these have added approximately £0.5M to the previous allowances for these works.
- 6.12 The large volume of The Factory performance spaces must perform to a very high acoustic standard. The high flexibility allowing MIF to use separate or combined spaces in a number of configurations, with different performances or set preparation/rehearsals in adjacent areas of the building necessitates high acoustic performance from internal components as well as the building envelope. The envelope has to perform to a very high standard to protect the events happening inside the building from noise generated by the surrounding environment, which includes a live roadway running under the building and the neighbouring Ordsall Chord railway line. The high acoustic performance must also ensure that there is no noise breakout from the events within the building that could affect the neighbouring St Johns developments and the Science and Industry Museum. At the time the original budget was set the detailed acoustic solution was not in place. The detailed design and construction sequencing necessary to fully satisfy these requirements has added a further £4.5M to the cost of the project.
- 6.13 Whilst the Management Contract form has enabled better value to be achieved through the purchase of the work packages, it has also necessitated the strengthening of the client side and design team to ensure the project delivers successfully. The significant amount of additional work during the design phase, described above, has resulted in additional resources and prolongation of design activities. The changes in scope has added an additional c£2.7m to the cost with a further £975k for specific additional work required for the design of the internal and external acoustic arrangements. Finally, the Council has made a decision to strengthen the client team for the duration of the project which will cost approximately £750k with a further £400k to ensure robust on site supervision over the life of the project.
- 6.14 At the time of writing negotiations are being finalised with some of the major works package contractors, particularly the largest one which is the steel frame. This is subject to global demand for steel and cost pressures, as is the MEP works package. Negotiations for both of these and other early works packages are due to complete in November, at which point the project will have purchased over 45% of the works by value.

- 6.15 The above factors have led to an increased capital budget requirement of £130.62M. This budget includes a contingency of £5.8M for items which are either unforeseen or cannot be accurately quantified until all works package negotiations have been completed. This is deemed reasonable and prudent for a project of this scale. It is recommended that the budget increase is funded from capital receipts generated from the Council's estate.

7.0 Manchester International Festival (MIF) Update

- 7.1 As outlined earlier in this report, The Factory will provide a permanent home for Manchester International Festival (MIF). Building upon their expertise in delivering high profile complex productions, the organisation is expanding to deliver new audiences, community engagement, fundraising, financial management, artistic planning, production and technical capabilities to support the ambitious programme. This will ensure that the requisite skills are in place to operate a major venue.
- 7.2 A successful bid to Arts Council England (ACE) completed in early 2018, as part of their National Portfolio Organisation funding, has seen the MIF grant increase by £9M per annum from April 2018. This additional revenue funding was negotiated by MCC with the Treasury as part of the overall Factory project. MIF now ranks amongst the top ten most significantly funded arts organisations in the ACE portfolio. The funding increase is in place for a minimum of three years and will fund the development and transition of the organisation from a biennial Festival to the operator of a year-round venue. MIF will deliver its next Festival of world-class contemporary art in July 2019. In the period since the last report, MIF has also significantly grown the capacity of its Board, adding nationally regarded arts leaders, experienced venue managers, enhanced legal and financial capability and a young person's representative to an already well-respected Board structure.
- 7.3 The business plan for the operation of The Factory is a live document that projects forward for a 5-year period covering the pre-Factory and operational phases. The current version of the plan was approved in January 2018 and updated June 2018 by the City Council and ACE. Both funders now receive biannual updates, with the next iteration due for consideration in December 2018. The City Council has confirmed that it will continue its funding of MIF of £2.5M for each two-year cycle 2017-2019 and 2019-2021.
- 7.4 A programme of high-profile events outside the Festival cycle has been planned with the first of these 'pre-Factory events' launching in Mayfield Depot in October 2018, to critical acclaim (The Times - 4 Stars "Evokes the ghosts of the entire 20th century... Another impressive landmark piece from MIF"). These events are designed to test the business plan assumptions and staffing models, raise awareness for the future venue and provide an important platform for engaging new audiences, supporters and partners. Reflecting the broad range of The Factory artistic programme, the Autumn 2018 programme includes a world premier by renowned international director Heiner Goebbels co-commissioned by 14-18 NOW and Artangel, as well as music events created with the Warehouse Project which will welcome under-18 attendees.

Ticket sales for the music events have been particularly strong, with tickets for two of the three artists selling out within two weeks of going on sale. Pre-Factory events will also feature in the 2019 Festival and a significant programme of events is planned for 2020, including works in and around the construction site.

- 7.5 MIF is in discussions with potential artists for the 2020 programme and the opening programme of The Factory. Work is also underway to establish MIF's handover and fit out needs to ensure these are aligned with the close out programme of the construction project.
- 7.6 Work is underway to define and deliver the skills and training programme, with specific test approaches planned within the 2019 Festival. MIF is actively supporting the project-wide social value commitments, which sees a coordinated approach to engagement, employment activities and apprenticeships across the design team, contractor and eventual operator.
- 7.7 Whilst MIF continues to support and advise on the development of the Factory project, attention is now focused upon the 2019 Festival with the first events involving Idris Elba, Yoko Ono and Skepta.

8.0 Concluding Remarks

- 8.1 This report has outlined the progress to date in the development of the St John's neighbourhood, the catalytic role that The Factory Project is playing in helping to create this new neighbourhood but importantly the employment impacts anticipated with 150 core jobs created and c1,500 FTE jobs supported after year 10 in the creative sector. The Factory Project and the transformation of St John's is offering the strategic opportunity to create and attract over 6,000 jobs to the city with new tech, digital and creative businesses attracted by the facilities, the high quality public realm and the wider place-making benefits being developed in St John's.
- 8.2 At the centre of St. John's, The Factory will transform the artistic landscape not just of the city but of Greater Manchester and the wider North. It will build upon an existing diverse range of outstanding cultural facilities, but crucially provide the platform for delivering all year-round MIF-type events which will significantly extend the artistic output of the city and create new pathways for work and skills development.
- 8.3 A Factory Work and Skills Board and a Social Value Operations Group have been established to support and monitor the social value commitments. Resources from the City's Work and Skills team have been seconded to support the development of a comprehensive programme of social value benefits working in partnership with agencies across the city. This involves the design team, the contractor, work package contractors and the Manchester International Festival (MIF) working together to deliver a co-ordinated and developing package of social value benefits which will continue to be delivered after the opening of The Factory.

8.4 The Factory project is now at the point of committing to major construction in early 2019. In the run up to this commitment, the delivery team have focused on securing best value, cost and programme certainty through the procurement of the work packages. This has led to a requirement for a capital budget increase of £18.97M for the project. As part of this increase a contingency to respond to substantially reduced risks across the life of the project, additional time pressures and future cost growth has been included.

9.0 Recommendations

9.1 Recommendations can be found at the front of this report.

10.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

10.1 The Factory will accelerate economic growth in the region by playing an integral part in helping Manchester and the North of England enhance and diversify its cultural infrastructure and attracting clusters of related activities and extra visitors to the city, the scale and potential of development within St. Johns area will provide a major focus for new investment in the city and the growth of jobs.

(b) A highly skilled city

10.2 The Factory will make a direct contribution to the growth of creative industries, improve talent retention in the North, and reduce the dependency on London as the provider of creative industries training and employment. The Factory will develop partnerships with the cities leading higher education institutions and will further support the city's drive for high calibre graduate talent retention through job creation. The development of new enterprise floorspace will provide for the growth of new businesses within the city centre and contribute to developing a highly skilled enterprise business sector.

(c) A progressive and equitable city

10.3 The wider St. John's development will create a new neighbourhood which will encourage independent, niche and creative uses and businesses with new office, cultural, workspace and leisure development and in excess of 2,000 residential units, comprising apartments, live-work units and high rise living. The Factory will attract a younger, more culturally diverse audience, combined with expanded, more established arts audiences

(d) A liveable and low carbon city

- 10.4 Cultural activities make an important contribution to community engagement and initiatives will be targeted at young people, underrepresented and disadvantaged groups.

(e) A connected city

- 10.5 St. John's will benefit from strong public transport links with both rail and Metrolink stations and a choice of multi-storey car parks for visitors. The development will be well served by new pedestrian walkways and cycle routes including the replacement Princes Bridge scheme. New public spaces and connections are proposed, which will significantly improve the environment of this part of the city centre.

11.0 Key Policies and Considerations

(a) Equal Opportunities

- 11.1 The Factory will over a decade help create net inward investments of 1,439 full-time equivalent jobs and an additional £1.1bn GVA. A significant employment and training programme will be developed to support local residents. The wider St. John's developments will provide significant private sector employment opportunities and 2,000 residential units, comprising apartments, live – work units and high rise living.

(b) Risk Management

- 11.2 Risk management is a key consideration in the procurement process for The Factory and the governance structure monitors an active Risk Register and risk reporting regime which will continue throughout the life of the project.

(c) Legal Considerations

- 11.3 The Council has completed a range of property arrangements with a number of parties in order to assist in the delivery of The Factory and wider St. John's developments, the final components of which, comprising the Hampson Street Land and Princes Bridge transfers, are to be completed shortly.
- 11.4 The Council will procure a major building project as direct employer, and the Council has entered into a building contract and ancillary contractual arrangements. Negotiations in respect of Notice to Proceed, the formal contractual mechanism which confirms commitment to deliver the major construction works, are expected to conclude within the next few weeks, at which point the Management Contractor will be authorised to enter into contracts for the Work Packages.
- 11.5 The funding for The Factory is provided by the Treasury through DCMS and administered by ACE, an Arts Lottery grant (final decision pending), contributions from the Council approved in July 2017 and fundraising. An

agreement is in place between ACE and the Council, the terms of which will be flowed down to MIF, the intended lessee of The Factory.

- 11.6 The legal team will continue to provide support and advice to the project to ensure delivery of the project.

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**Manchester City Council
Report for Resolution**

Report to: Neighbourhoods and Environment Scrutiny Committee - 7 November 2018
Executive - 14 November 2018

Subject: Playing Our Full Part on Climate Change – Updating Manchester’s Commitment

Report of: The Deputy Chief Executive

Summary

This report provides the Committee and Executive with an update on the recent work undertaken by the Tyndall Centre for Climate Research which recommends the establishment of a carbon budget for Manchester. Adopting this carbon budget would mean committing the city to a target of becoming zero carbon by 2038 rather the existing 2050 target. The Manchester Climate Change Board have developed an outline proposal setting out how all partners and residents in the city might play their full part in achieving this ambition and this is included as an appendix to this report.

Recommendations

Neighbourhoods and Environment Scrutiny Committee is invited to comment on the content of this report.

Executive is recommended to:

- a) Adopt the Tyndall Centre’s proposed targets and definition of zero carbon on behalf of the city.
- b) Commit to developing a draft action plan by March 2019 and a final detailed plan by March 2020 setting out how the city will ensure that it stays within the proposed carbon budget.
- c) To recognise that by taking urgent action to become a zero carbon city, starting in 2018, we will achieve more benefits for Manchester’s residents and businesses up to 2025 and beyond.
- d) Work with partners to ensure that Manchester accelerates its efforts to encourage all residents, businesses and other stakeholders to take action on climate change, starting in 2018.

Wards Affected: All

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates	The transition to a zero carbon city will help the city’s economy become more sustainable and will generate jobs within the low carbon energy and

jobs and opportunities	goods sector. This will support the implementation of Manchester's emerging Local Industrial Strategy.
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Transitioning to a zero carbon city can help to tackle fuel poverty by reducing energy bills. Health outcomes will also be improved through the promotion of more sustainable modes of transport.
A liveable and low carbon city: a destination of choice to live, visit, work	Becoming a zero carbon city will make the city a more attractive place for people to live, work, visit and study.
A connected city: world class infrastructure and connectivity to drive growth	A zero carbon transport system would create a world class business environment to drive sustainable economic growth.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Playing Our Full Part: How Manchester's Residents and Businesses can benefit from Ambitious Action on Climate Change 2018
Manchester Climate Change Strategy 2017-50
Manchester Climate Change Strategy Implementation Plan 2017-22
Manchester: A Certain Future Annual Report 2017

1.0 Background

- 1.1 There is increasing global evidence of the impacts that global warming is already having on the world's climate. Data from the U.S 's National Aeronautics and Space Administration (NASA) and National Oceanic and Atmospheric Administration (NOAA) highlights that:
- The five warmest years in the global record (which dates back 138 years) have all come in the 2010s;
 - The 10 warmest years on record have all come since 1998;
 - The 20 warmest years on record have all come since 1995.
- 1.2 The evidence points to the fact that the temperature rises that have occurred to date are giving rise to more extreme weather events across the globe. In the UK the predictions point to an increasing likelihood of wetter winters and warmer summers. At a global scale, there is a danger of increasing incidences of water and food shortages as well as flooding in coastal regions as ice sheets melt and global sea levels rise, and more frequent and extreme storms and hurricanes. While direct impacts may be more extreme in other parts of the world, Manchester will be affected by these global impacts and the increasing insecurity that they may cause. There is therefore an urgent need for all cities to consider what they need to do to play their full part in addressing climate change.
- 1.3 In 2015, the Manchester Climate Change Agency (MCCA) was established to support, encourage and enable organisations and individuals in Manchester to contribute towards delivering the city's commitments on climate change. The Agency is an enabling organisation whose priorities are focused on adding value to existing climate change activities in the city, in particular through the development of new projects and funding bids.
- 1.4 The Our Manchester Strategy sets out the vision for Manchester to “be in the top flight of world-class cities by 2025” and commits the city to “playing our full part in limiting the impacts of climate change and by 2025 will be on a path to being a zero carbon city by 2050”.
- 1.5 The Council supports the MCCA and the Manchester Climate Change Board (MCCB) in taking forward work to address climate change and their work with partners across the city. The MCCB is proposing to update its commitment to carbon reduction in the context of achieving the “Our Manchester” objectives and is asking the Council to endorse these ambitious new targets.

2.0 Citywide Targets

- 2.1 Over the last year, the MCCA has been working with the world renowned Tyndall Centre for Climate Research at the University of Manchester to understand what action Manchester needs to take in order to meet its obligations under the Paris Agreement which was adopted during COP21 in 2015. This work has resulted in a recommendation that the city as a whole adopts new targets which are outlined below;

- Adopt a carbon budget and emit only a maximum of 15 million tonnes CO₂ for the period 2018-2100;
- Commit to a 13% year-on-year reduction in citywide CO₂ emissions from 2018 to achieve this carbon budget; and
- For the city to be zero carbon by 2038.

2.2 The proposed definition of zero carbon is based on the Tyndall Centre's recommendation and includes carbon dioxide emission from the energy system only i.e. the gas, electricity and liquid fuels that are used to power and heat homes and businesses and to transport people around the city. Emissions from flights from Manchester Airport are not included in the definition of zero carbon. This is because the Tyndall Centre analysis allocates aviation emissions to a UK-wide aviation carbon budget, rather than allocating emissions to specific local authority areas.

2.3 To become a "zero carbon" city by 2038, it is assumed that all sectors will need to reduce emissions by at least 95% from current levels, with the residual 5% being reduced over the period 2038 to 2100. This is due to the difficulty in making further marginal reductions at these reduced levels.

2.4 Leading scientific bodies have calculated limits or 'budgets' for the level of carbon dioxide that can be emitted globally, to keep within various ranges of temperature change compared to pre-industrial levels. The Tyndall Centre have transposed a global carbon budget that is "likely" (with 66% to 100% confidence) to stay below 2°C temperature change as agreed in the Paris Agreement. A methodology has been designed and applied to scale down this 'carbon budget' to the UK city regions using a range of apportionment regimes that are ultimately responsible for defining the date by which carbon neutrality could be achieved. Based on this, the recommended carbon budget for the Manchester City Council's local authority boundary equates to 15MtCO₂. More information on the Tyndall Centre's Suggest referencing the Tyndall Centre's methodology can be found on the Manchester Climate Change website: www.manchesterclimate.com/plan

2.5 If emissions remained at current levels, there would be less than 7 years of budget remaining. This type of budgeting approach is also referred to as a 'Science Based Target' and is gaining traction with other cities and corporate organisations. At present, there are 20 other cities that are part of the Carbon Neutral Cities Alliance (London being the only other UK city at present), demonstrating that others are adopting similar approaches.

3.0 The Council's Role

3.1 The Council has a number of important roles to play to support the transition to a zero carbon city. The Council's direct CO₂ emissions make up approximately 3% of the city's total with the operational building estate making up nearly two thirds. A significant amount of work has already been undertaken via the rationalisation of the Council's operational estate, energy efficient improvements to Council building, a full LED street lighting replacement programme and the development of a Civic Quarter Heat

Network. The latest data for 2017/18 showed that the Council's total direct CO₂ emissions had reduced by 33.8% since 2009/10, putting the Council on target for a 41% reduction by 2020. An updated version of the Council's Climate Change Action Plan will need to be developed to set out the actions that are required to significantly reduce these emissions.

3.2 The Council also has a significant leadership and influencing role across a number of thematic area including the following:

- Industry and Commercial: Supporting schools and businesses to reduce their emissions wherever possible, developing planning policy, influencing contractors through procurement and commissioning.
- Domestic: Partnership working with social housing providers across the city to improve social housing properties, working with the Greater Manchester Combined Authority (GMCA) to develop energy efficiency programmes to support private renters and owner occupiers.
- Transport: Partnership working with TfGM, continuing to promote modal shift from the private car to public transport, cycling and walking by investing in sustainable transport infrastructure, ensuring new developments are close to transport nodes.

4.0 Anticipated Timescales

4.1 The anticipated timescale for this piece of work are as follows:

Action	Timescale
Council endorses the MCCB proposals on behalf of the city, committing the city to revised targets in line with scientific evidence.	November 2018
Citywide action plan/call to action drafted with all partners setting out what needs to be achieved and a draft action plan for staying within the carbon budget and reaching zero carbon by 2038.	Nov 2018 – February 2019
Draft citywide plan adopted by the Council on behalf of the city.	March 2019
Final plan developed with all partners setting out more detailed plans for implementation.	April 2019 – February 2020
Final citywide plan adopted by the Council on behalf of the city.	March 2020
Implementation of the plan.	April 2020 – December 2038

5.0 Conclusion and recommendations

5.1 The MCCB have proposed that the Council adopt the Tyndall Centre's recommendations and include them as part of the Our Manchester and Manchester City Council Policy Framework. The scale of the challenge is significant, but it is clear that a more ambitious target and delivery plan is required for the city to play its full role in limiting the impact of climate change. It is also clear that there are many wider socio-economic benefits of

transitioning to a zero carbon city which will help to deliver the ambition set out in the Our Manchester Strategy.

- 5.2 While the Council has an important role in providing leadership, in reducing its direct emissions and in setting a supportive policy framework, ultimately meeting the revised target will require action and behavioural change by residents, businesses and institutions across the city. The development of the final plan will therefore require engagement from everyone in Manchester if we are truly to 'play our full part'.
- 5.3 The report attached in Appendix 1 sets out some more information about the different agencies and sectors that have already begun to work together with their peers to a make commitment to becoming zero carbon.
- 5.4 The recommendations are listed at the front of this report.

PLAYING OUR FULL PART

**How Manchester's Residents and
Businesses Can Benefit from
Ambitious Action on Climate
Change**



**ZERO
CARBON
MANCHESTER**

**MANCHESTER
CLIMATE CHANGE BOARD**

Contents

Executive Summary

- 1. Introduction**
 - 2. Our Manchester and Updating our Climate Change Commitments**
 - 3. How Residents Will Benefit and How They Can Get Involved**
 - 4. How Businesses Will Benefit and How They Can Get Involved**
 - 5. Key Partners**
 - 6. Working with Other Cities and International Partners**
 - 7. Next Steps**
 - 8. Further Information**
- Commitment to Act**

Executive Summary

The *Our Manchester* Strategy sets out the vision for Manchester to ***'be in the top flight of world-class cities by 2025'*** and commits the city to ***'playing our full part in limiting the impacts of climate change'***.

This document has been produced by Manchester Climate Change Board to make four proposals to Manchester City Council and the city more widely:

- Proposal one: Manchester adopts the Tyndall Centre's proposed targets and definition of zero carbon and includes them formally in the *Our Manchester* and Manchester City Council policy framework. Namely: a limited carbon budget of 15m tonnes CO₂ for 2018-2100; 13% year-on-year reductions in CO₂ from 2018; zero carbon by 2038.
- Proposal two: Manchester recognises that action on climate change is a fundamental part of achieving the city's 2025 vision and objectives. And by taking urgent action to become a zero carbon city, starting in 2018, we will achieve more benefits for Manchester's residents and businesses up to 2025 and beyond.
- Proposal three: Manchester accelerates its efforts to mobilise all residents, businesses and other stakeholders to take action on climate change, starting in 2018.
- Proposal four: Manchester puts in place an action plan and the resources needed to stay within the proposed carbon budget, starting in 2018.

We are publishing this document in October 2018 with the aim that Manchester City Council endorses it during November 2018 and formally includes it as part of the *Our Manchester* and Manchester City Council policy framework. We hope it will also help support the development of a Greater Manchester commitment to zero carbon 2038, in time for the next Greater Manchester Green Summit in March 2019.

The Board are also inviting all organisations that work in the city to commit to be part of Manchester's collective action on climate change.



1. Introduction

In March 2016 the *Our Manchester* Strategy was launched, setting out the vision for Manchester to ***‘be in the top flight of world-class cities by 2025’*** and committing the city to ***‘playing our full part in limiting the impacts of climate change’***.

The strategy is underpinned by the comments of residents, businesses and stakeholders who commented on the draft strategy, with around one-third stating that climate change action and environmental improvement needed to be core parts of Manchester’s further development.

Over two and a half years since the launch of *Our Manchester*, the climate science and political landscape has continued to evolve. 2018 has provided us with further impetus for urgent action on climate change. Extreme weather linked to climate change has wrought devastation around the world over the last 12 months. From Athens to the Arctic Circle, tinderbox dry conditions set Europe on fire this summer, including the moorlands on our own doorstep. Hurricane Michael left ‘unimaginable destruction’ in Florida, adding to the 385 billion dollars’ worth of damage from hurricanes in 2017. Flash floods in Majorca claimed the lives of UK tourists in October 2018. All on top of the floods and droughts that continues to plague countries where many of Manchester’s residents have family and friends, including Bangladesh, India, and Pakistan. There is now no corner of the planet that is not affected by the impacts of climate change, Manchester included.

However, there is some room for hope. The latest report by the Intergovernmental Panel on Climate Change report sets out that it is not too late to limit global warming to 1.5°C – but only if urgent action is taken now.

This year Manchester Climate Change Board has been working with the Tyndall Centre for Climate Change Research at the University of Manchester to understand what action Manchester needs to take. As a starting point Tyndall have recommended that Manchester should adopt new targets: a limited carbon budget of 15m tonnes CO₂ for the period 2018-2100, 13% year-on-year reductions in citywide CO₂ emissions, starting from 2018, and for the city to be zero carbon by 2038.

This document has been produced by the Manchester Climate Change Board and Agency to take forward these recommendations.

We are publishing this document in October 2018 with the aim that Manchester City Council endorses it during November 2018 and includes it as part of the *Our Manchester* and Manchester City Council policy framework. We hope it will also help support the development of a Greater Manchester commitment to zero carbon 2038, in time for the next Greater Manchester Green Summit in March 2019.

Manchester is a city well-known for leading change that benefits its residents and businesses and providing inspiration for others to follow. We have the opportunity to do that again, on the one subject that is already and will increasingly define the quality of life for everyone on the planet, throughout the 21st century and beyond. We look forward to working with Manchester City Council and partners to make this opportunity a reality.

Gavin Elliott

Chair, Manchester Climate Change Board
Member of the *Our Manchester* Forum

2. Our Manchester and Updating Our Climate Change Commitments

2.1 The Board's Commitment to the Our Manchester Vision and Objectives

The *Our Manchester* Strategy for 2016-25 sets out the vision for Manchester to 'be in the top flight of world-class cities by 2025' and commits the city to achieve five headline objectives:

- A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities;
- A highly skilled city: world-class and home-grown talent sustaining the city's economic success;
- A progressive and equitable city: making a positive contribution by unlocking the potential of our communities;
- A liveable and low-carbon city: a destination of choice to live, visit and work;
- A connected city: world-class infrastructure and connectivity to drive growth.

The chair of the Manchester Climate Change Board is part of the *Our Manchester* Forum, working with partners to drive forward the city's climate change agenda as an integrated and mutually supportive part of the city's wider strategy.

Manchester Climate Change Board supports the Our Manchester vision and objectives and is committed to working with partners to help achieve them.

2.2 Updating Our Climate Change Commitments

When *Our Manchester* was published in 2016 'playing our full part' included in its definition that Manchester 'will be on a path to being a zero carbon city by 2050'. During 2018, the Manchester Climate Change Board has been working with the Tyndall Centre for Climate Change Research at the University of Manchester to ensure the city's commitments are up-to-date.

The Tyndall Centre's analysis recommends that, in order to make a fair contribution to the Paris Agreement Manchester should adopt the following targets:

- Adopt the carbon budget and only emit a maximum of 15m tonnes CO₂ during the period 2018-2100 (our 'carbon budget'),
- Which means reduce CO₂ emissions by 13%-year-on-year, starting from 2018, and
- Become a zero carbon city by 2038.

Our proposed definition of zero carbon is based on the Tyndall Centre's recommendation: the point beyond which Greater Manchester's average annual carbon emissions fall to below 0.6MtCO₂/yr (i.e. over 97% lower than 1990 levels). This includes carbon dioxide emissions from the energy system only, i.e. the gas, electricity and liquid fuels used to power and heat our homes and businesses and to transport us around the city.

1 Anthesis, Setting City Area Targets and Trajectories for Emissions Reductions (SCATTER) tool, 2018

2 The World Resources Institute, Global Protocol for Community-Scale Greenhouse Gas Emission Inventories, 2014

Some scenario modelling was then undertaken using the SCATTER¹ tool, covering the following activities on a GPC² aligned emissions inventory:

- **Low carbon energy supply** – Protecting Manchester’s residents and businesses against future energy price shocks while accelerating grid decarbonisation.
- **Domestic buildings** – Reducing energy demand and shifting to lower carbon heat sources, lifting families out of fuel poverty, saving residents money on their energy bills as well as reducing greenhouse gas emissions.
- **Commercial buildings** – Reducing energy demand for heating, cooling, hot water and appliances, along with shifting away from gas heating.
- **Transport** – Shifting to Ultra Low Emissions Vehicles (ULEVs) in addition to reducing travelling distances and shifting to healthier (active travel such as cycling and walking) modes of transport.
- **Waste** – Reducing waste while maximising recycling and enhancing the circular economy as well as recovering resources to support bioenergy opportunities.

Within each area, there are emissions reduction activities that are easier to measure and influence than others, for example, buildings which the city or city stakeholders have direct control over. The Board also recognises there are areas of the city’s activities that generate CO₂ indirectly and, whilst currently difficult to measure, the city still needs to address these emissions. We expect it will be possible to include them in future definitions of zero carbon when data and monitoring processes improve. In the meantime, the Board proposes Manchester’s carbon reduction plans (see Section 7) still

include activity in these indirect areas, but acknowledge that the impacts and monitoring of such initiatives will be more challenging. This includes (and is not limited to):

- Construction materials (supply chain impacts);
- Food (supply chain impacts);
- Consumer products and goods (supply chain impacts);
- Transport emissions (for journeys originating within, but ending outside of, Manchester).

Emissions from flights from Manchester Airport are not included in our definition of zero carbon. This is because the Tyndall Centre analysis allocates aviation emissions to a UK-wide aviation carbon budget, rather than allocating emissions to specific local authority areas. The implication for Manchester and Manchester Airport is that the city needs to contribute to work with UK Government to develop a national plan for managing aviation emissions, as part of a wider UK strategy for reducing emissions in line with the Paris Agreement. However if the UK aviation budget is exceeded Manchester’s carbon budget will need to be reduced.

UK Government provide data at local authority level for CO₂ but not for other types of greenhouse gases. These other gases are emitted in the UK from land use, agriculture, waste and industrial process sectors. Manchester does not therefore emit very significant levels of non-CO₂ greenhouses gases. But they do still make a contribution to global climate change, however small. On that basis, if non-CO₂ emission datasets become available in the future, Manchester’s targets and the precise definition of zero carbon will need to be reviewed.

Proposal one:

Manchester adopts the Tyndall Centre’s proposed targets and definition of zero carbon and includes them formally in the Our Manchester and Manchester City Council policy framework. Namely: a limited carbon budget of 15m tonnes CO₂ for 2018-2100; 13% year-on-year reductions in CO₂ from 2018; zero carbon by 2038.

2.3 How Climate Change Action Can Contribute to Our Manchester Objectives

As well as contributing to global efforts on climate change, the Board believes that meeting these targets will also enable the city to deliver the wider vision and objectives of *Our Manchester*, bringing about more benefits for residents and businesses over the short, medium and long-term.

If the city does not become zero carbon by 2038, the Board believes that this will delay, and may even prevent the realisation of the *Our Manchester* vision and objectives. However, by embedding science-based action on climate change as part of the city's growth and development, the Board believes that this will help Manchester to be:

- **A world-class city:** Adelaide, Berlin, Copenhagen, Melbourne, New York, Oslo, Portland, Seattle, Stockholm, Vancouver and others are among a rapidly growing group of cities committing to zero carbon and realising the benefits that come as a result.
- **A thriving and sustainable city:** businesses and investors are seeking forward-looking cities that recognise the challenges and opportunities of the 21st century and can provide a resilient economy to support their long-term ambitions and success.
- **Highly skilled city:** today's school leavers and graduates are increasingly looking for cities and businesses that share their ambitions to make a positive contribution to society and the natural environment.
- **A progressive and equitable city:** action on climate change goes hand-in-hand with improving air quality, lifting people out of fuel poverty, addressing low levels of physical activity and embracing other city priorities, particularly those affecting more deprived areas of the city. By contributing to the global effort on climate change this will also help to limit the impacts in communities around the world, including those in emerging economies who are being disproportionately affected as a result of CO₂ emitted historically by those in more developed countries.
- **A liveable and zero carbon city:** locally generated renewable energy that creates revenue for local communities and public services, safe walking and cycling routes, homes with low energy bills are all potential options to help us become a zero carbon city.
- **A connected city:** integrated and wide-ranging networks of zero carbon public transport and active travel routes are more effective ways to move around cities, avoiding the congestion and pollution that comes from our current modes. Digital infrastructure and teleconferencing can reduce the need for travel.

Proposal two:

Manchester recognises that action on climate change is a fundamental part of achieving the city's 2025 vision and objectives. And by taking urgent action to become a zero carbon city, starting in 2018, we will achieve more benefits for Manchester's residents and businesses up to 2025 and beyond.

2.4 A Collective Effort

Since the development of the city's first climate change strategy in 2009, Manchester: A Certain Future, climate action has been a collective, citywide effort. This approach has resulted in an estimated 34% reduction in CO₂ during 2005-17. It has come about from the actions of local residents, private sector businesses, local charities and not-for-profit organisations, universities, schools and colleges, Manchester City Council, Greater Manchester Combined Authority, other local public sector organisations and decarbonisation of the National Grid through Government policy.



Proposal three:

Manchester accelerates its efforts to mobilise all residents, businesses and other stakeholders to take action on climate change, starting in 2018.

3. How Residents Will Benefit and How They Can Get Involved

Our homes

Our home and our community are at the heart of our lives, providing a place of warmth, security and rest. However, over 34,000 low-income households in Manchester live in fuel poverty, in poorly insulated homes which cost more to heat and are hard to retrofit. The Greater Manchester Business Case estimates that for every 2,000 households supported out of fuel poverty, the potential benefits to the NHS alone (due to reduced winter ill-health and mortality) stand at £1m per year.

Ask any resident would they like to live in a warm and healthy home and save money on their energy bills and the answer would be a resounding yes! Action on our homes needs to support Manchester's most vulnerable residents out of fuel poverty and provide the most energy efficient, low and carbon neutral homes possible. The solution is to reduce energy demand in our homes and put in place systems that allow us to meet this reduced energy demand with renewable and zero carbon fuels. This can be achieved through building new homes to zero carbon homes standard and by retrofitting existing properties to a minimum low carbon standard.

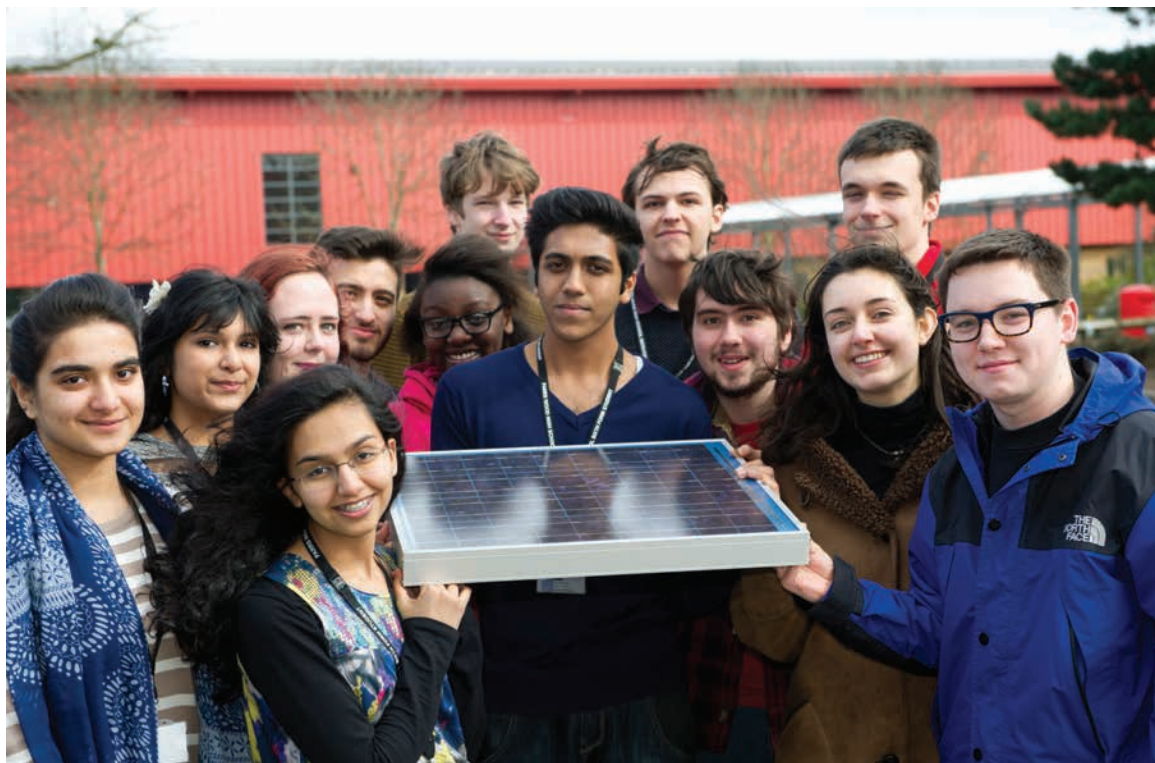
Energiesprong have completed the UK's whole house retrofit trial in Nottingham which has seen over an 80% improvement in the fabric thermal performance of homes.

Longsight, Manchester. The UK's first 'Passive House Plus' retrofit at Erneley Close in Longsight has recently been achieved in Manchester, the learnings from which have the potential to be exploited for the wider benefit of the city.

Manchester Carbon Co-op's whole house retrofit programme

Manchester's Carbon Co-op Carbon Community Green Deal programme has worked with 12 owner occupiers around Greater Manchester to transform their homes to achieve savings in energy bills of between £200 and £600 with one household eliminating their energy bills and generating income from selling energy back to the grid.

<http://carbon.coop/content/whole-house-retrofit-community-green-deal>



What can we all do now?

See what actions you can do to cut your bills, make your home warmer and more sustainable at www.eachhomecountsadvice.org.uk

Things you can do now are:

- Save energy by fitting LED and low energy lighting, turning off appliances when not in use, which could save you £45-£80 a year, install cavity wall insulation, saving around £145 a year and double glaze your home, which could save you up to £120 a year.
- Switch to a renewable energy supplier with the Big Clean Switch and save up to £304 per year
<https://bigcleanswitch.org/gm/>
- You may be eligible for a Trained Home Energy Advisor to visit your home and provide advice through Local Energy Advice Partnership (LEAP). Check your eligibility at <https://applyforleap.org.uk/>
- Manchester residents and private landlords can take advantage of a Home Energy Loan Plan (HELP) of up to £10,000 to help pay for energy efficiency improvements and installation
<http://www.careandrepair-manchester.org.uk/wp-content/uploads/2014/04/Help-Leaflet-web.pdf>
- You can also generate your own energy and / or heat water for your own use through installing renewable technologies such as Solar Photovoltaics (PV) and Solar water heating and there may be a financial incentive to help you paid from Government. Other low carbon options include heat pumps, micro Combined Heat and Power (CHP), heat pumps and wood heating.
<https://www.eachhomecountsadvice.org.uk/pages/low-carbon-heating-options>

Transport and travelling

Manchester has some of the highest levels of air pollution in Britain, resulting from diesel engines from cars, buses, vans and Heavy Goods Vehicles (HGV's). This is estimated to cause over 1,000 premature deaths every year with central Manchester amongst the highest rate of hospital admissions for asthma in the country. The region has just less than 2 years to cut its illegally high nitrogen dioxide levels which are linked to diseases such as stroke, heart disease, lung cancer, and respiratory infections. With congestion costing businesses in Greater Manchester £1.3 billion annually, we cannot afford to go on with business as usual.

As with housing the solution is to reduce energy demand from transport and provide low and zero carbon infrastructure and transport systems. Infrastructure changes such as bus priority and segregated cycle lanes along Oxford Road provide a safer and more pleasant experience for those who can travel by cycle, walk and take public transport.

All of the city's transport can become emission free by switching to very efficient electric transport including electric cars and by electrification of the rail system. The city's Metrolink trams already run on around 70% renewable energy. For essential car journeys, taxis, business fleet, vans and some light freight vehicles switching to Electric Vehicles (EV) and Ultra Low Emission Vehicles (ULEV) can provide a cheaper, lower maintenance and environmentally friendly. For more information visit:

www.goultralow.com/why-switch/benefits-of-electric-cars/.

Copenhagen has invested in infrastructure to make cycling easier, faster and safer, and has introduced policies that set requirements for bike space per employee for commercial buildings, and bike parking space for residential developments. They have also closed large areas of the city centre for motor vehicles.

Paris is using a sticker system to restrict vehicle access into city centres whereby the most polluting have been banned from the city and other categories may be refused entry to the city on a given day, if air quality is particularly poor.

In **Manchester** in 2017 Chris Boardman unveiled his vision for "Bee Lines" a fully joined up cycling and walking network of over 1,000 miles connecting communities across Greater Manchester. The network will provide infrastructure for active travel as well as saving the NHS money; evidence suggests that switching to active travel for short motor vehicle trips could save £17bn in NHS costs over a 20-year period, with benefits being accrued within 2 years for some conditions. The largest cost savings would come through reductions in the expected number of cases of type 2 diabetes (annual cost to NHS from diabetes is £9bn).

What can we all do now?

- Walking and cycling more and using the car less is top of the "To do" list for cheap and healthy travel www.tfgm.com/made-to-move/beelines
- The Travel Choices Team can provide details of schemes such as Bike to Work, discounted travel schemes and work and journey planning. Residents and students have their own pages here: <http://archive.tfgm.com/travelchoices/Pages/residents-home.html> and <http://archive.tfgm.com/travelchoices/Pages/students.html>
- Download the "Get me there" App and plan your journey on the go with real time travel updates.
- For journeys to work find out if you can share a regular journey with another driver at <https://www.carsharegm.com/register.aspx>



The food we eat, things we buy and waste.

The Manchester zero carbon ambition does not at the moment include embedded (Scope 3) emissions, such as those produced in the growing, production, processing and distribution of crops, livestock and food. However, analysis of the total carbon footprint of Greater Manchester calculated that around 20% of a Mancunians' personal carbon footprint results from food they purchase and consume. The type of food we eat contributes enormously to our carbon footprint; meat and dairy are the most carbon intensive. There is now a perceivable shift in public attitudes towards vegetarian and vegan diets – which is good news for the planet and can lead to added health benefits too.

The other recent lifestyle trend has been the drive to reduce plastic waste. Dubbed “the Blue Planet” effect the accompanying media storm has highlighted the devastating effects of plastics on the environment and in our oceans. Greater Manchester has followed suite with a 'Plastic Free Greater Manchester' campaign which was announced at the Greater Manchester Green Summit in March 2018. This aims to reduce and eventually eradicate single-use plastics by 2020, supported by 43 hospitality businesses.

More recently there has been a focus on “throwaway” and fast fashion. Landfill sites are now 20% full of throwaway clothes worn a couple of times before being binned. The fashion industry has a devastating environmental effect in countries such as Indonesia and we as consumers are now demanding that being fashionable doesn't need to cost the earth.

What can we all do now?

There are simple everyday actions we can all do now that will help us to eat better, buy smart and produce less waste. As there is a “carbon footprint” attributed to every item we buy there is always a lower carbon way of doing things, such as:

- Choose more plant based foods and eat less meat and dairy; for example by having a Meat Free Monday www.meatfreemondays.com
- Buy local, in season foods and from schemes such as certified Organic, local veg boxes and fish from sustainable sources <https://vegboxpeople.org.uk/>
- Choose sustainable products such as Fairtrade, Rainforest Alliance,
- Select items such as food and liquids in minimum packaging, buy in bulk or buy loose from your local grocer or butcher and use your own bag or container,
- Avoid single use items by re-using plastics such as refillable drinks and food containers, re-using carrier bags and having milk delivered by a milk round,
- Choose the most energy efficient electric appliances you can,
- Repair, reduce, reuse, and recycle things wherever possible – from clothes to electric goods.

Ask your politicians to commit to zero carbon

Our politicians have the responsibility to put in place the right policies to help make positive change happen. We can all act now and ask our politicians to commit to helping to create a healthy, prosperous future for all of us. Write to your local councillor and MP and ask them to commit to Zero Carbon Manchester 2038.

www.writetothem.com



4. How Businesses Will Benefit and How They Can Get Involved

The Low Carbon and Environmental Good and Services Sector (LCEGS) is worth £5.4 billion to the Greater Manchester economy and is growing at a rate of 6% per year, employing 38,000 people across over 2,000 businesses. However, all businesses have significant opportunities to reduce their emissions and costs through increasing energy efficiency, reducing wasted energy and resource efficiency.

Greater Manchester's green technologies sector (which includes environmental industries such as renewable energy, water and wastewater treatment, waste management, recovery and recycling) is now performing better than many other global cities of comparable GDP (Gross Domestic Product), such as Berlin, Rome and Copenhagen. Total sales of green technologies and services reached £6.7 billion in 2015/16, which is also comparable with cities of much larger GDP like Toronto, Milan, Seattle and Rotterdam.

Your business can make a commitment today to take action on climate change by signing the Pledge (at the end of this document) and thinking about how you could reduce the energy waste of your building and operations, carry out an energy audit in your workplace and improve the resource efficiency of your business.



By assisting local organisations and companies including some of the city's largest employers to align their strategies with the goals of the Paris Agreement, our carbon budget based approach can help accelerate the transition to a low carbon economy and avoid the worst effects of climate change. There are a number of benefits that a company can expect to see from setting a science-based carbon budget:

- **Increased brand reputation:** As consumers become increasingly aware of the effects their choices have on the environment, and ethical consumption continues to grow, a brand's reputation for sustainability is of utmost importance.
- **Corporate Social Responsibility (CSR):** For many companies adopting a carbon budget approach offers a way to deliver the level of corporate responsibility their customers expect of them.
- **Investor confidence:** Investors are increasingly taking interest in businesses' environmental policies and reporting, as they look to shore up their investments for the future, especially as the "divestment" campaign out of fossil fuel investment gathers pace.
- For multinational retailer Tesco, setting a carbon budget target (net zero by 2050) allowed them to 'demonstrate their seriousness in tackling climate change both to investors and other stakeholders' showing themselves to be a forward-thinking, sustainably-minded company to a new generation of ethical consumers and investors.

- **Resilience against regulation and first mover advantage:** as national governments continue to work to implement the Paris agreement – and to ratchet up the ambition of their country-level pledges – companies can expect to see more regulation to curb emissions intensive activities. Aligning early with the Paris Agreement early could also future proof your business model.
- **Increased innovation:** With the transition to a low-carbon economy underway and growing in momentum through the UK Government’s “Clean Growth Strategy” companies that are aligning their strategies with this step-change are opening themselves up to a world of opportunity.
- **Triple bottom line savings:** While a frequently heard argument is that low carbon business models comes at too high a cost, companies find that by setting such a target and investing in new low carbon technologies they are ensuring their operations remain lean and efficient, and are building resilience against a future where resources – especially those derived from fossil fuels – will become increasingly expensive.

Get started now!

If you are wondering where to start there is help available:

The Greater Manchester Growth Company and Green Growth Hub

The Growth Company Business Hub provides tailored support to help small and medium sized businesses in Greater Manchester to boost profitability, cut carbon emissions, improve energy efficiency, and improve products and processes. The Hub provides specialist advisors and services including a virtual Low Carbon Network to help find local suppliers, a fortnightly Green Intelligence e-bulletin and the Green Growth Pledge, which helps companies to celebrate their green commitments and create action plans to reduce their impact.

www.green-growth.org.uk

Green City Business Consortium

A Green City Business Consortium will bring together Greater Manchester businesses looking to make the change from single-use plastics to reusable, recyclable plastics and other alternative materials.

Circular Economy Club Manchester

Manchester’s Circular Economy Club hosted by Manchester Metropolitan University provides academic expertise, research and practical experience to help businesses transition to zero waste by embedding the principles of Circular Economy.

Other things you can do now include:

- Switch to a renewable energy tariff
<http://www.greenintelligence.org.uk/article/clean-powered-firms-are-more-profitable-their-peers>
- Procurement – help LCEGS sector development and job creation by purchasing from local companies
<http://www.greenintelligence.org.uk/article/green-tech-greater-manchester>
- Switch your Business Fleet to Electric Vehicles and save money:
<http://www.greenintelligence.org.uk/article/manchester-could-lead-electric-charge-says-survey>
- Become a Carbon Literate Organisation and equip your staff with the knowledge and support they need to transform your business.
www.carbonliteracy.com

Ask your politicians to commit to zero carbon

Our politicians have the responsibility to put in place the right policies to help make positive change happen. We can all act now and ask our politicians to commit to helping to create a healthy, prosperous future for all of us. Write to your local councillor and MP and ask them to commit to Zero Carbon Manchester 2038. The “Write to Them” website provides a free service to help you contact your local politicians
<https://www.writetothem.com/>.

5. Key Partners

Manchester

To meet our climate change targets Manchester has been involving and will need to continue to involve key partners that can directly reduce emissions from their own operations, as well as supporting influencing and enabling other organisations and communities to act.

The Manchester Climate Change Board brings together a number of these key partners, based on their commitment to be part of the city's zero carbon journey. The Board will continue to work on engaging an ever-wider network of partners in the city's climate change efforts, including through the recruitment of Manchester Climate Change Ambassadors. The organisations, sectors and partnerships currently represented on the Board are as follows:

- **Commercial property and developers:** Chris Oglesby, Chief Executive, Bruntwood
- **Electricity North West:** Helen Seagrave, Community Energy Manager
- **Faith:** Dean Rogers Govender, Manchester Cathedral / Chair, Our Faith Our Planet
- **Federation of Small Businesses:** Holly Bonfield
- **Manchester Climate Change Youth Board:** Amelia Gilchrist, Ash Farrah, Dan Walsh, Hannah Mitchell, Jonathan Keen, Tudor Baker
- **Manchester City Football Club:** Pete Bradshaw, Director of Infrastructure and Estates
- **Manchester Cultural Leaders Group:** Simon Curtis, Chair, Manchester Arts Sustainability Team / Head of Production, Royal Exchange

- **Manchester Housing Providers Partnership:** Ian Thomson, Executive Director, Johnnie Johnson Housing
- **Manchester Metropolitan University:** Prof. Liz Price, Head of School of Science and the Environment
- **Media:** Steve Connor, Chief Executive, Creative Concern
- **University of Manchester:** Prof. James Evans, Sustainability Lead and Manchester Urban Institute

Greater Manchester

In addition to city-based partners, Manchester will need to work with Greater Manchester (GM) colleagues and their stakeholders in the other nine local authorities and the GM Combined Authority. This will be particularly important when we need to secure additional powers and funding through Devolution, new national Government policies, as well as establishing city-region programmes that can attract investment, expertise and supply chains more readily than on a district-by-district basis.

UK Government

On 15th October 2018 the Government formally instructed the Committee on Climate Change (CCC) to advise on a Paris aligned carbon budget for the UK. The Board would expect that the UK Government adopts the Committee's recommendations and gives UK cities the powers and funding they will need to make their full contribution to a zero carbon UK.

6. Working with Other Cities and International Partners

Through its membership of the Global Covenant of Mayors, Eurocities and other partnerships Manchester is already part of a global effort on climate change. If we are to realise our aim to be a 'world-class' city we should participate actively in these networks, sharing knowledge and experiences that can help both our own efforts and those of our partner cities. We should also look to strengthen and expand our relationships with cities and other key partners.

A summary of potential opportunities currently known to the Board include:

UK

- UK Core Cities – www.corecities.com

Europe

- Eurocities – www.eurocities.eu
- Maintaining links with EU cities and the European Commission, including through Eurocities and existing EU-funded projects

International

- Global Covenant of Mayors and the Edmonton Declaration – <https://www.globalcovenantofmayors.org/press/sign-edmonton-declaration/>
- C40 – www.c40.org
- Carbon Neutral Cities Alliance – <http://carbonneutralcities.org>
- ICLEI – www.iclei.org
- ICLEI LGMA (Local Governments and Municipal Authorities) initiative for coordinating the input of local authorities as part of the United Nations climate change processes
- United Nations Framework Convention on Climate Change (UNFCCC) – building on the city's engagement to date and looking at the potential for Manchester organisations to participate as 'Observer Organisations' – <https://unfccc.int/>



7. Next Steps

Manchester's climate change journey started with the production of our first plan in 2009. The proposals in this document build on our work to date and are designed to help accelerate action across the city. It is informed by the C40's 'Deadline 2020' report, which sets out that, if

they are serious about making a full contribution to global action on climate change, the end of 2020 is the absolute latest date for cities to have a Paris-aligned plan in place and be working towards its delivery.

Proposal four:

Manchester puts in place an action plan and the resources needed to stay within the proposed carbon budget, starting in 2018.

The Board's proposed timetable is:

	City-level	Organisations and sectors
November 2018	This document endorsed by MCC, on behalf of the city	
November 2018 to February 2019	Citywide action plan drafted with partners	Pledge to get involved and start to develop bespoke plans
March 2019	Draft citywide plan adopted by MCC, on behalf of the city	
April 2019 to February 2020	Final citywide plan produced with partners	Continue to pledge and develop bespoke plans Support provided to help plan development and preparations for delivery
March 2020	Final plan adopted by MCC, on behalf of the city	
April 2020 to December 2038	Staying within our carbon budget and becoming a world-class zero carbon city	

8. Further Information and Appendices

This proposal should be read along with the **Technical Appendix 1** which has been produced by Anthesis Group and covers:

- Why act:
 - Health and quality of life
 - Economy and jobs
 - Climate Change
- Policy context
- How to become zero carbon:
 - Current citywide emissions
 - Proposed citywide carbon budget
 - Potential citywide carbon reduction pathway / SCATTER
- What can organisations and sectors do:
 - CO₂ by sector
 - Actions

Appendix 2

The accompanying report of Manchester's recommended Carbon Budget ***Quantifying the Implications of the Paris Agreement to Manchester*** by the Tyndall Centre for Climate Change Research at the University of Manchester.

Appendix 3

The Tyndall Centre for Climate Change Research at the University of Manchester has issued a statement about the rationale behind Manchester's carbon budget in the wake of the recent special report from the IPCC.

<http://ipcc.ch/report/sr15/>

This report and the Appendixes can be found on the www.manchesterclimate.com website.

To get involved

There are many ways that you can get involved. You can follow MCCA on social media at:

- Facebook:
www.facebook.com/McrClimate
- Twitter:
www.twitter.com/McrClimate
#ZeroCarbonMCR
- Instagram:
www.instagram.com/mcclimate

For further information visit:

www.manchesterclimate.com/involved

Feedback on this report

We welcome your feedback. If you have any comments or thoughts on this report please email MCCA at:

info@manchesterclimate.com

Zero Carbon Manchester

Introduction

Manchester has committed to play its full part in limiting the impacts of climate change. According to the latest expert analysis that means emitting a maximum of 15 million tonnes of CO₂ between 2018 and 2100 (our 'carbon budget'), reducing our CO₂ emissions by 13% year-on-year, and becoming a zero carbon city by 2038.

Meeting these targets will make Manchester one of the world's leading cities for action on climate change, bringing us full circle from the industrial revolution to a new zero carbon revolution. It will also mean creating a dynamic and resilient economy where our businesses can thrive and where our residents will have access to good, secure jobs and the highest quality of life.

Manchester Climate Change Board wants all organisations in the city to help realise this vision.

Our Commitment to Act

[Sector/organisation] believes that Manchester should stay within a science-based carbon budget that is aligned with the Paris Agreement and set 2038 as the target date to become a zero carbon city.

[Sector/organisation] believes that all organisations and residents in Manchester need to be part of a collective effort to meet our targets and commits to contribute by:

- Acting now, including accelerating our existing decarbonisation activities, wherever possible,
- Taking responsibility for the CO₂ emissions from our business activities and working to reduce them to zero by 2038,
- Supporting and influencing our customers, residents, suppliers and other stakeholders to take action,
- Defining the support we need and proactively asking for it, including asking politicians for policy changes wherever relevant.

Signed

Position

Organisation



**ZERO
CARBON
MANCHESTER**

Page 56

**MANCHESTER
CLIMATE CHANGE BOARD**

Manchester City Council Report for Resolution

Report to: Neighbourhoods and Environment Scrutiny Committee - 7 November 2018
Executive – 14 November 2018

Subject: Sprinkler and fire safety works update

Report of: Strategic Director (Development)

Summary

Following the Grenfell Tower tragedy Executive received reports in June, September and December 2017. In the December 2017 report the Council committed to installing sprinklers, subject to surveys, consultation and receiving updated costs, in all Council-owned tower blocks as well as to implement fire safety works recommended by Type 4 Fire Risk Assessments.

This report provides an update and recommends additional approvals in relation to the 24 Council-owned tower blocks managed by Northwards Housing, 11 tower blocks managed by two PFI-funded contractors and Woodward Court managed by homelessness.

It does not cover in detail those blocks managed by PFI contractors in Miles Platting (7) and Brunswick (4), nor does it include privately owned blocks.

Recommendations

1. Neighbourhoods and Environment Scrutiny Committee is invited to comment on the content of this report.

2. Executive

- Is requested to **note** the progress made since December 2017.
- Is requested to **note** that the consultation undertaken demonstrated significant support for sprinklers but also that a minority of residents are strongly opposed.
- Is requested to **note** the support for sprinklers from Greater Manchester Fire and Rescue Service and National Fire Chiefs Council. The Prime Minister has also recently endorsed retrospective fitting of sprinklers to publicly-owned tower blocks.
- Is **recommended** to continue to proceed with fitting sprinklers, but give residents the ability to decline having sprinklers installed in their flat as long as they have first been given the opportunity to understand the benefits and risks as outlined in paragraph 3.8.

- Is requested to **note** that the overall budget for sprinkler installation across 35 tower blocks (Whitebeck Court extra care scheme already has a sprinkler system) remains, as estimated, £10.5m approved by Executive in December 2017 and that these systems will have a 30-year life. These costs are being met within the Housing Revenue Account (HRA) through the rephrasing of the Public Sector Capital Programme.
- Is recommended to **approve** that the initial installation of sprinklers is offered to leaseholders free of charge at an estimated cost of £240k (to include Miles Platting and Brunswick PFI leaseholders) from the Council's General Fund Housing Private Sector Capital Programme as detailed in paragraph 4.4. This is in addition to the £10.5m sprinkler budget identified above, and will require an increase of £240k to the Private Sector Housing capital budget. However, leaseholders will be required to meet the estimated £167 annual repair and maintenance costs.
- Is requested to **note** that the fire safety works recommended by the fire risk assessor, Savills, are mandatory and is asked to **recommend** to Council that the budget for these fire safety works should be increased from £4.0m to £5.2m as the budget request to Executive in February 2018 did not include the tower blocks managed by PFI contractors in Miles Platting and Brunswick and Woodward Court. This will require an increase of £1.2m to the Public Sector Capital Programme from revenue contributions from the HRA.
- Is requested to **note** that the contracts for sprinklers and fire safety works (plus the other works included in those contracts) include contingency but otherwise place cost risk on the Council, with Northwards Housing managing these contracts on the Council's behalf to mitigate against further costs. Further costs are, however, possible as the sample surveys undertaken may not have identified the full extent of works.
- Is recommended to **approve** the revenue costs associated with maintaining sprinkler systems as outlined in the revenue consequences section of this report and in paragraph 4.3. Negotiations will be held with Northwards and the PFI providers with regard to the additional revenue funding required, and any subsequent increase in the budget will be met from the Housing Revenue Account.
- Is requested, where access is denied by tenants or leaseholders to implement fire safety works, to **delegate authority** to take legal action, where required, to the City Solicitor in discussion with the City Treasurer, Director of Housing and Residential Growth, Executive Member for Housing and Regeneration and Executive Member for Finance and Human Resources.

3. Council

- is asked to **approve** a capital budget increase for these fire safety works of £1.2m (from £4.0m to £5.2m) to include the tower blocks managed by PFI contractors in Miles Platting and Brunswick and Woodward Court in the capital

programme. This will require an increase of £1.2m to the Public Sector Housing Capital Programme funded from revenue contributions from the HRA.

Wards Affected:

Ardwick, Baguley, Charlestown, Cheetham, Crumpsall, Gorton North and South, Harpurhey, Higher Blackley, Hulme, Miles Platting & Newton Heath, Northenden, Rusholme, Sharston and Woodhouse Park

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Council has continued to work with partners to drive forward major development schemes that provide safe accommodation, stimulate economic growth and job creation.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The City aims to provide safe accommodation which encourages people worldwide to visit, keeping those with the skills the City needs, keeping our home grown professionals.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Everyone will have the same opportunities and life chances no matter where they're born or live in safe accommodation. Voluntary and community groups will find new ways to reach those as yet untouched by Manchester's success to create resilient and vibrant communities.
A liveable and low carbon city: a destination of choice to live, visit, work	The right mix of quality safe accommodation is needed to support growth and ensure that our growing population can live and work in the city and enjoy a good quality of life.
A connected city: world class infrastructure and connectivity to drive growth	The City's transport system has an enormous influence on the lives and prospects of Manchester's residents. To enable people to access jobs we are creating efficient transport systems that link residential communities to employment centres.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The initial installation of sprinkler systems is capital expenditure. However, the systems will require annual inspection and parts will need periodic renewal. It is estimated by Northwards Housing that it will cost in the region of £167 per annum per flat to maintain the systems during their 30-year life. This is made up of £35 annual maintenance and £132 on average per annum to cover periodic lifecycle replacement

costs. There are 2328 properties and the additional annual cost will be £389k, of which £9k relates to leasehold properties and will be recharged. These revenue costs will be met from existing budgets.

The Council and its contractors (Northwards Housing and two PFI-funded contractors) Northwards Housing will include the annual inspection in their servicing programme and cover any one-off maintenance costs within their overall repairs and maintenance budget. Subject to agreement at today's meeting, the Council will charge leaseholders for the actual repair and maintenance cost.

The Council's insurers have indicated that if the Council installs sprinklers in every flat in a block they would be prepared to remove the excess charge in the event of a fire. They have, however, indicated that there would be very little difference in the annual premium.

Financial Consequences – Capital

Executive agreed a budget of £10.5m in December 2017 for sprinkler works to 35 Council-owned blocks (including those in PFI projects), based on high level estimates at that time. This was estimated as £7.2m for the 23 blocks managed by Northwards Housing, plus Woodward Court, and £3.3m for the blocks managed by the PFI contractors. Since then Northwards Housing have undertaken 3 tender exercises (covering 13 of the 24 blocks which are the subject of this report) and at current prices the overall capital budget required is in line with the original approval of £10.5m, including contingency. This assumes the tower blocks managed by PFI contractors will incur similar costs, which will be reviewed at a later stage.

Alongside the sprinkler installation the contractors will be undertaking other fire safety works legally required as a result of Type 4 Fire Risk Assessments. The value of these works, following a number of sample surveys, has been estimated by Northwards Housing's fire risk assessor at £4m for the tower blocks (£3.6m) and retirement homes (£0.4m). The budget approval in February 2018 only included the properties managed by Northwards Housing. Assuming these costs are similar in the other 12 the overall cost of Type 4 Fire Risk Assessment (FRA) works is likely to be c.£5.2m. However, the full scope and cost will be determined once detailed inspections are carried out in each flat under the building contracts.

The sprinkler installation and Type 4 FRA works will be funded from capital via the Housing Revenue Account (HRA).

The 30-year life of the sprinkler system means that in 30 years time the Council would need to budget for its renewal. As the HRA model is a 30-year rolling model this does not currently feature in the model but will be added in a year's time.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Report to Executive 28 June 2017
Report to Executive 13 September 2017
Report to Executive 13 December 2017

1.0 Introduction

1.1 The following recommendations were approved by Executive at its meeting in December 2017:

- ***Executive is requested to note the work undertaken to date***
- ***Executive is recommended to approve the installation of sprinklers within Council-owned tower blocks following consultation with residents at an estimated cost of £10.5 million for a full installation in each flat.***

1.2 On 13 December 2017 Executive received and approved the report 'Grenfell Tower - Update on the Implications for Manchester' in which the following was reported:

- The Council believed that sprinklers ought to be fitted to each of the high rise blocks it owns (in both common areas and individual flats).
- That once Type 4 Fire Risk Assessments (FRAs) had been prepared and consultation had taken place with tenants and leaseholders through the High Rise Forum the Council would be able to make a final decision whether to install sprinklers.
- Subject to consultation, there was a recommendation to locate sprinklers where recommended by residents and Greater Manchester Fire and Rescue Service (GMFRS).
- The estimated cost for retrofitting sprinklers to Northwards Housing's flats was £7.5m (£10.5m including PFI blocks) but any future capital costs would be reported to Executive for approval.

2.0 Current position

2.1 Budget approval

2.1.1 Following the December 2017 Executive report an instruction was given to Northwards Housing in line with the Council's Capital Approval Process and Governance rules. Northwards Housing then commissioned a specialist to undertake selective Type 4 Fire Risk Assessments in a range of flat types across the properties they manage. Once they had received the detailed reports they began the procurement of the works. An initial Business Case was submitted to the Capital Strategy Board for approval, and was signed off by the City Treasurer and the Executive Member for Finance & Human Resources.

2.2 Procurement

2.2.1 To ensure value for money and minimise resident disruption the Council and Northwards Housing agreed to procure:

- Sprinkler and other fire protection works recommended by the Type 4 FRAs (such as compartmentation) together.
- These fire safety works alongside other improvement works already in the capital programme (e.g. new window frames).
- These collective works in clusters of tower blocks.

2.2.2 Northwards Housing have procured a preferred contractor to undertake these works, with appropriately skilled subcontractors for the sprinkler and fire safety works elements. An EU compliant framework has been used.

2.2.3 Having selected the contractor team earlier in the year Northwards Housing have benefited from their expertise in finalising the design of the sprinkler works, combined with the expertise of fire risk assessor Savills in specifying the fire safety works.

2.3 Technical Approvals

2.3.1 The contractor is working closely with the Council's Building Control team to secure appropriate approvals. An initial demonstration flat was set up by Northwards Housing and observed by one of the Building Control team, with further demonstration flats having since been set up in blocks across the Northwards Housing area to enable residents to view the proposed sprinkler system. 210 residents have visited the demonstration flats to date.

2.4 Type 4 Fire Risk Assessments

2.4.1 Type 4 FRAs give more detailed assessments of a building's potential performance in the event of a fire and detail what work is required to meet the current fire performance standards in relation to means of escape and evacuation, occupants' safety, the ability of the building to resist the spread of fire and the means of detecting and fighting fires within the building. In part these involve intrusive investigation behind walls, ductwork and other hidden spaces where fire could circumvent the designed fire breaks if the breaks are not installed correctly or have been breached by previous maintenance works.

2.4.2 Northwards Housing engaged Savills to undertake Type 4 FRAs in a representative sample of properties in each tower block that they manage (and also in Woodward Court which is managed by the Council's homelessness service). The sample represented different types of flats on different elevations across the property portfolio. 115 Type 4 FRAs were carried out across the 1615 flats in the 24 tower blocks.

3.0 **Consultation**

3.1 In the report to Executive in December 2017 the following consultation arrangements were proposed:

"Once sufficient Type 4 FRAs have been carried out, and an assessment of the quality of compartmentation has been made by fire risk assessors, the Council will be able to undertake consultation with tenants and leaseholders in tower blocks about retrofitting sprinklers. Consultation will be carried out with members of the High Rise Forum (covering properties in north Manchester managed by Northwards Housing) ...

One of the key decisions to be addressed will be whether or not, on completion of all Type 4 FRA works, the Council then commits to installing sprinklers in each individual flat ... Fundamentally, type 4 FRAs will offer a high level of assurance that the compartmentation of the flats is secure and that in the event of a fire, it will be contained as designed, allowing the Fire Service to deal with the fire within the flat.

Once the consultation has been completed, Executive is recommended to approve the installation of sprinklers in the locations recommended by residents and GMFRS. Funding provision for the installation of sprinklers will have to be provided for within the HRA capital programme although this will have an impact on other programmed capital works, unless central Government is prepared to assist".

- 3.2 Northwards Housing have met with the High Rise Forum on 4 occasions - December 2017, March 2018, June 2018 and August 2018 - and have discussed the installation of sprinklers on each occasion. GMFRS have also attended at least 2 of these meetings to provide advice to the Forum.
- 3.3 As explained above Northwards Housing have also prepared demonstration flats and over 200 residents have so far visited these and the majority were either supportive of the Council's proposal to install sprinklers or made no comment, with a small minority expressing concerns. However, in Collyhurst a large number of residents visiting the demonstration flat strongly expressed their disapproval about the proposals and stated that they did not want sprinklers and would not allow access for the works. Some concern was also expressed by a small number of Newton Heath residents.
- 3.4 Whilst the December report stated that the Council would review the decision to install sprinklers once the Type 4 Fire Risk Assessments and/or works were undertaken the consultation has focused more on how the work will be carried out rather than whether it was necessary. This approach has been taken because officers believe that installing sprinklers will create a further layer of protection for individual residents (and for the block overall) even after the Type 4 FRA works improve the compartmentation.
- 3.5 The Council needs to carefully weigh up the pros and cons arising from this consultation and other relevant information.
- 3.6 The retrospective fitting of sprinklers is recommended by the GMFRS and the National Fire Chiefs Council (see Appendix 1 and 2). The retrofitting of sprinklers in publicly-owned tower blocks has also been supported by the Prime Minister in a recent article in the Housing trade magazine Inside Housing. Building regulations also now require sprinklers for all new build tower blocks that has a floor at or above 30m high (approx. 10 storeys). Since 1 January 2016 it has been mandatory to install sprinklers in every new residential building in Wales.
- 3.7 However, at the same time the recent Social Housing Green Paper stresses the importance of attaching weight to tenants' wishes.

- 3.8 On balance, the recommendation made in this report is to allow residents to make their own choice, but having first been given every opportunity to understand the benefits and risks of sprinklers. The sprinkler system can be designed to allow this flexibility.
- 3.9 Further information dealing with some of the concerns raised by residents about sprinklers and the substance of the Council's responses can be found in Appendix 3 of this report and a report on the effectiveness of sprinklers is included at Appendix 4.
- 3.10 Once Type 4 FRA works have been completed to improve the compartmentation it is essential that the Council educates its contractors and residents so that they do not undertake any work to the property which might undermine the integrity of the fire safety works. We will work with our managing agents (Northwards Housing, Avro Hollows Tenant Management Organisation, Renaissance Miles Platting Ltd and Solutions for Brunswick, along with staff managing Woodward Court) to give them practical advice to enable them to make informed decisions about the risk mitigation they must take to avoid breaching the compartmentation. Resident newsletters and other media will be used to inform residents of their responsibility to not undertake any works which might result in fire safety works being compromised.

4.0 Budget

4.1 Sprinklers – capital

- 4.1.1 In December 2017 we estimated, based on knowledge at that time, that the cost of installing sprinklers in the 35 tower blocks would be around £300,000 per block. The apportioned cost for the number of blocks managed by Northwards Housing (plus Woodward Court) was approximately £7.2m, with a further £3.3m for the 11 PFI tower blocks.
- 4.1.2 Northwards Housing undertook some initial design work and estimated that the overall cost would be nearer to £6m for the blocks they manage and Woodward Court and sought capital budget approval for this amount.
- 4.1.3 Following the selection of a sprinkler installation contractor further work has been identified and following the 3 tenders undertaken to date (covering 13 tower blocks) the overall cost of the work to all 24 tower blocks has increased by around £1.4m. This can still be contained within the overall budget agreed.
- 4.1.4 The estimated cost of installing the sprinkler system increased due to a change in the scope of works required. In particular, the following work is recommended:
- Additional sprinkler pump (standby should the duty pump fail).
 - Uninterrupted power supply (battery back-up system to provide power in the event of the power to the blocks failing).
 - Additional costs associated with boxing in.
 - Lockable cabinets on each floor.

- Sounders (alarm bells) in each flat.
- Extension of the sprinkler system into the enclosed balcony (in Collyhurst).

4.1.5 The first two additional items were not originally included but are recommended measures, according to the British Standard guidance, to be considered where there is a higher than average risk profile. The FRA consultant, Savills, recommended that the Council include these for all of the tower blocks.

4.2 Fire safety works - capital

4.2.1 Whilst the Government has made available funding for replacing unsafe cladding on social rented tower blocks this does not extend to the fire safety works included in this paper. In the February 2018 budget report to Executive, an estimated budget of £4m was approved to undertake other fire safety works which have been identified as a result of the Type 4 FRAs in tower blocks and retirement homes managed by Northwards Housing. Increased approval of £1.2m is sought from Executive in this report to increase the budget from £4m to £5.2m in total for the FRA works to cover the estimated cost of works to tower blocks managed by the PFI contractors and Woodward Court.

4.3 Sprinklers – revenue

4.3.1 The estimated cost of maintenance of the sprinkler system is £35 per annum per flat. The system will be inspected each year and this will be included within Northwards Housing's annual servicing programme.

4.3.2 During the 30 years there are certain parts which will periodically need replacing such as the pumps, the back-up batteries, alarms and sounders, and the control panel. The estimated cost is £132 per flat per annum at today's prices and funding will be allocated within the Northwards Housing management fee in the relevant years.

4.3.3 Detailed costings will be negotiated with the PFI contractors in due course taking into account the experience with Northwards Housing.

4.4 Leaseholders

4.4.1 The Council believes that all residents in tower blocks ought to have the opportunity to have sprinklers installed. It acknowledges, however, that these are unexpected costs and at an estimated cost of £4,540 per flat would be likely to cause financial hardship for most leaseholders. It is, therefore, recommended that Executive agree that the initial installation will be provided to leaseholders, who want sprinklers installed, free of charge. However, those that opt to have the sprinklers will be required to meet the annual repair and maintenance cost and the cost of future replacement parts and system renewal through their service charge which will be on average £167 per annum at today's prices. As these costs vary from year-to-year (from £35 per annum to £945 per annum depending on the work required) leaseholders will

be offered the opportunity to pay into an interest-bearing sinking fund to spread these costs.

- 4.4.2 There are currently 29 leaseholders in tower blocks managed by Northwards Housing and the estimated cost to the Council of supplying sprinklers free of charge will be c.£130k if all leaseholders opted to have them installed.
- 4.4.3 Executive should also be aware that there are at present 25 leaseholders in the Brunswick and Miles Platting PFI contract areas and, therefore, free installation will cost the Council approximately £240,000 in total. As the work is to leasehold, not tenanted, properties this funding should be provided from the Council's General Fund Housing Private Sector Capital Programme.

4.5 Potential savings

- 4.5.1 The capital and revenue costs described above assume that 100% of tenants and leaseholders take up the option of sprinklers. If they do not, there may be scope for savings. Likewise a level of contingency is assumed in the capital costs for sprinklers and fire safety works, which may not be needed in full. However, as explained, the Council is taking cost risk on these contracts and the costs could, therefore, increase, including possible legal costs if tenants/leaseholders prevent access for fire safety works. Therefore no specific savings assumed but if they arrive they will be returned to the HRA capital programme.

5.0 Risk

- 5.1 Subject to the decisions being made in this report, the Council would be entering into a series of contracts at the same (or similar) time for all 24 tower blocks referred to above. This approach is being taken because of the need to complete fire safety works within the timetable recommended by the fire risk assessor.
- 5.2 The contracts place cost risk with the Council for sprinkler installation, fire safety works and other works (window replacement etc). It is not unusual for the Council to take cost risk for items within the capital programme. However, risk is increased somewhat by the fact that the Type 4 FRA works cost estimates are based on sample surveys. The actual costs will be clarified within the scope of the contract, with contingency in place to mitigate this risk. Northwards Housing has explored the scope for cost risk transfer or cost risk share with the preferred contractor on the fire risk works but they are unable to confidently price such risk sharing. A higher level of contingency is included on the fire safety works as a result.
- 5.3 Delays in decision-making about the contents of this report could lead to the specialist sprinkler subcontractor being unavailable and the Council needing to deliver the fire safety works under a separate contract to ensure they are delivered within the timetable recommended by the fire risk assessor. If the sprinkler works were then progressed later this could be at additional cost as the economies of scale of the larger contract would no longer be available.

- 5.4 There is always a potential risk of procurement challenge, such as from competitors. However, Northwards Housing have used a EU-compliant procurement method (which they have to be given the value of the works) and have already taken, and will continue to take, relevant legal advice prior to signing any contracts.
- 5.5 Whilst, subject to approval today, Executive agrees that tenants and leaseholders can decide whether they want sprinklers installed or not, the Council must undertake the works identified in the Type 4 FRAs. Therefore, within the contracts, the Council will require the contractor to gain access to each flat to inspect the compartmentation and carry out any works identified in the FRAs. Failure by the tenant or leaseholder to allow access could, ultimately, require the Council to take legal action which would both potentially increase the cost and cause delays to the programme of works.
- 5.6 If Executive decided not to proceed with the installation of sprinklers in flats in tower blocks there is a risk of significant negative publicity as it had previously agreed to the installation.
- 5.7 There is a potential risk that the Government may in the future decide to offer local authorities funding to cover some or all of the cost of fire safety works, including sprinkler installation. In carrying out the works before any announcement, the Council could miss the opportunity to claim financial support in the future. However, whilst the Prime Minister is supportive of the retrospective fitting of sprinklers, no announcement was made at the Conservative Party Conference in October 2018 and we are not aware that the Government are working on any funding proposals.
- 5.8 There is a risk that following the Grenfell Inquiry, and other ongoing technical work, the Government prescribes a different fire safety solution or a different type of sprinkler system than the one the Council is procuring. However, the chosen solution has been developed in discussion with GMFRS and the fire risk assessor, Savills.
- 5.9 There is a general fire safety risk until all of the work identified in the Type 4 FRAs is completed, although the fire risk assessor Savills has suggested completion dates for each item of work and Northwards Housing is programming its work accordingly.

6.0 Conclusion

- 6.1 Following December's report to Executive Northwards Housing have undertaken consultation with representatives of the High Rise Forum and have held a number of Open Days in show flats across the properties they manage.
- 6.2 The majority of residents welcome the Council's proposal to install sprinklers in their flat to improve their personal safety. However, there has been a significant number of residents in the Collyhurst blocks, and a few in Newton Heath, who have stated strongly that they do not want sprinklers.

- 6.3 Local and national fire service organisations, and our Building Control manager support the retrofitting of sprinklers in tower blocks and this has been further endorsed by the Prime Minister.
- 6.4 However, if residents are adamant that they do not want sprinklers and have been given the opportunity to understand the benefits of them and risks of not having them installed then Executive is recommended to agree that they can make this choice.
- 6.5 The overall scope of the sprinkler installation works to be carried out in each block has increased since Northwards Housing undertook initial design work but currently remains within budget. However, further budget approval is required to cover Type 4 FRA fire safety works in tower blocks in Miles Platting, Brunswick and Woodward Court as this was not requested in February 2018.
- 6.6 Budget approval is also required to cover the cost of free sprinkler installation in leasehold properties, with leaseholders covering the annual maintenance costs, and to cover the annual maintenance of the sprinkler systems in Council tower blocks.
- 6.7 Executive is asked to approve all of the recommendations identified in this report

7.0 Contributing to the Manchester Strategy

- (a) A thriving and sustainable city
- 7.1 The delivery of providing safe accommodation could provide the opportunity for an increase in employment across the various schemes.
- (b) A highly skilled city
- 7.2 The provision of safe accommodation will encourage young people and graduates, to be attracted to apprenticeships and work placements
- (c) A progressive and equitable city
- 7.3 The planning process of the schemes will encourage residents to get involved and influence decision making for providing safe accommodation.
- (d) A liveable and low carbon city
- 7.4 The right mix of quality safe accommodation is needed to support growth and ensure that our growing population can live and work in the city and enjoy a good quality of life.
- (e) A connected city

7.5 Implementation of safe accommodation across the City. The work will reinforce the City's role as the centre of providing safe accommodation.

8.0 Key Policies and Considerations

(a) Equal Opportunities

8.1 The recommendations in this report allow residents who might experience above average difficulty evacuating a block from staying in situ should a fire arise.

(b) Risk Management

8.2 A detailed section on specific risks has been included in this report. The City Council's Short Term Financial Strategy includes an assessment of budget risk for implementing fire safety measures.

(c) Legal Considerations

8.3 As this work develops we may need to work with legal colleagues to ensure the contractor can gain access to undertake any necessary inspections and fire safety works that may be required.

Appendix 1 - Greater Manchester Fire and Rescue Service (GMFRS) Website Statement - 20th September 2018

Position statement

It is the position of both the National Fire Chiefs Council (NFCC) and GMFRS, that sprinklers are an invaluable active fire safety feature that saves lives in the event of a fire, reducing both property damage and the business impact on the premises

SPRINKLERS CAN:

- Reduce death and injury from fire
- Reduce the risks to fire fighters
- Protect property and heritage
- Reduce the effects of arson
- Reduce the environmental impact of fire
- Reduce fire costs and the disruption to the community and business
- Permit design freedoms and encourage innovative, inclusive and sustainable architecture

More questions answered...

Why are sprinklers important for life safety?

In a large, fast moving fire people often do not know which way to go and may not be able to use hose reels or fire extinguishers.

Sprinklers are completely automatic. They work by themselves and can stop heat and smoke from trapping people.

How can we be sure sprinklers will work in a fire?

Most sprinkler systems are very simple. There are normally no moving parts to fail. The pipes are full of water, usually from the mains. The sprinklers over the fire burst open when they get hot and spray water on the fire. If you have water in your pipes the sprinklers will work.

What do sprinklers cost?

The cost will vary depending on what your building is made of, what you store in it, what you use it for and how good your water supply is.

A useful comparison is that sprinklers cost less than carpet. But unlike carpet, which wears out, your sprinkler system will protect you for the life of the building.

How do sprinklers operate?

Fire sprinklers are individually heat-activated and connected to a network of water pipes. When the heat from the fire plumes hot gases reach the sprinkler and at a specific temperature (usually about 68 deg. C) that sprinkler activates delivering water directly to the source of the heat.

Why are sprinklers so effective?

A fire starts small. If detected and tackled early enough a fire can be controlled with very little water. Fire sprinklers operate automatically even if you are not at home releasing water directly over the source of the fire and sounding the alarm.

How reliable are sprinklers?

Records from Australia and New Zealand (where all fires must be reported) between 1886 and 1986 show that sprinklers controlled 99.7% of all fires where they were fitted.

What about smoke?

Smoke damage is a major cause of loss in fires. In serious cases smoke is the main cause of death. Sprinklers wash the larger particles out of smoke reducing its density and toxicity. In addition the water cools the smoke making it less harmful.

Quick response sprinklers are now available that will attack a fire even earlier in its growth. Fast attack dramatically reduces the amount of smoke that a fire can produce.

What is the life safety record for sprinklers?

Apart from explosions there have never been multiple fatalities in a fully sprinklered building in the United Kingdom.

The total number of deaths from fire, world-wide in sprinklered buildings is only 50 compared to thousands in unprotected buildings. This is a record no other fire system can match.

Can sprinklers reduce damage to the environment?

Sprinklers can increase the sustainability and life expectancy of buildings, by limiting fire development and significantly reducing the amount of smoke, CO₂ and other pollutants. Sprinklers use much less water to put a fire out than fire service hoses - and lead to much less water damage.

Do sprinklers allow greater building design freedoms?

Sprinklers can allow much more interesting use of space. New building codes work on a performance-based approach to the safety of a building, so by including sprinklers, designers can achieve greater freedom to fulfil their overall vision. They can include features such as:

- Larger compartment sizes
- More open spatial designs
- Reducing exit door widths
- Reducing periods of fire resistance to elements of structure
- Reducing constraints such as distances between buildings

How sprinklers can benefit different building-types**Residential care homes**

Older people, people with mental health problems and those with mobility issues are groups that are most at risk from fire. We consider that all residential care homes should be fitted with sprinklers. In Scotland there is already a requirement within Building Standards for all new build residential care buildings to have automatic fire suppression systems installed and we think that there should be the same level of protection throughout Britain.

Schools

Hundreds of schools in the UK have a fire each year. The impact of these fires is significant, not just in financial terms, but also in terms of the devastating effect on the communities they serve and the disruption to students, teachers and families. The effects on children's education are not confined to lost course work but often include longer travelling times, disrupted social groups and poorer facilities. If sprinklers were considered at the design stage of building a new school or the refurbishment of existing buildings, the costs can be kept to a minimum (as low as one per cent of build costs).

Domestic premises

Fires in the home still account for the greatest number of fire deaths and injuries each year. While it would be ideal for all domestic premises to have sprinklers, it is recognised that this is not practical or realistic. We advocate the fitting of sprinklers in the homes of people most at risk from fire - younger people, older people, people with mental health problems and those who have mobility problems. We work in partnership with developers, local authorities and social housing landlords to encourage the installation of sprinklers in the homes of the most vulnerable people.

Commercial premises

There is a compelling case to be made for sprinklers in any commercial premises on the basis of loss of production or interruption to business as this is a real impediment to business continuity and productivity. It is a recognised fact that 85 per cent of small and medium businesses that suffer a serious fire either never recover or cease trading within 18 months. The installation of sprinklers in these types of premises could prevent this. Losses due to fire would reduce and fewer businesses would be forced to relocate.

Appendix 1 (continued)

GMFRS website statement on Myths and Facts about sprinklers

Sprinklers: myths and facts - 23rd March 2016

Sprinklers have been proven to reduce the impact of fire. They are a potentially life saving tool that bring many benefits. There are some common misconceptions about sprinklers that are stopping people installing them. It is important that these sprinkler myths are dispelled.

MYTH: In a fire all the sprinkler heads go off together.

THE TRUTH: Only the sprinkler head(s) directly affected by the fire is triggered.

MYTH: Water from the sprinkler causes more damage than the fire.

THE TRUTH: Sprinklers attack the fire quickly and directly so less water is needed. As they also operate the fire alarm, the flow can be quickly turned off when the fire is out.

MYTH: A smoke detector will always provide enough protection.

THE TRUTH: Operational smoke detectors do save lives, however they do nothing to extinguish a growing fire.

MYTH: Sprinklers go off accidentally.

THE TRUTH: The odds of winning the lottery are greater than the 16 million to one chance of a sprinkler malfunction.

MYTH: Sprinklers are ugly and unsightly.

THE TRUTH: Modern sprinklers are specially designed to meet the needs of architects in offices, hotels, shops, hospitals and prestige buildings. They are compact and elegant. In most buildings the public are usually unaware that sprinklers are fitted.

Miniature sprinklers are little bigger than a 50p piece and are neat and robust. They can be fitted with ceiling rosettes and painted to match any colour scheme.

Concealed sprinklers are recessed and covered by a flat plate flush with the ceiling. They are unobtrusive and almost invisible. Concealed sprinklers are ideal for clean areas, where there is restricted headroom or vandalism is a problem.

MYTH: Sprinklers cause water damage.

THE TRUTH: Reports of water damage from fires in buildings with sprinklers are often exaggerated. Only the sprinklers over a fire open. All the others stay shut. A sprinkler opening by accident is almost unheard of.

Firefighters will use significantly more water from hoses to do the same job as a sprinkler.

A valuable item sprayed with water from a sprinkler as it puts out a fire can usually be recovered or restored. One that is burnt to a cinder and flushed down the drain by a fire hose is another matter!

If there is a fire the water from one or two sprinklers is a small price to pay for saving a complete building, its contents or even a life/lives.

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Appendix 2

National Fire Chiefs Council statement on sprinklers February 2018

**NFCC**

National
Fire Chiefs
Council

The professional voice of the UK Fire & Rescue
Service

Position Statement

Automatic Water Suppression Systems

NFCC wants to see a greater inclusion of Automatic Water Suppression Systems (AWSS) in the built environment in the UK.

As part of an appropriate package of fire safety measures, sprinklers will save lives, protect property, reduce the impact of fire on the environment and support UK PLC by reducing the interruption to business. Increased adoption of AWSS will also assist search and rescue operations and reduce the risk to firefighters, by restricting the development of a fire.

More widespread use of AWSS will be beneficial in nearly all buildings but in particular, NFCC want to see an increase in use of sprinklers in housing for vulnerable persons, care facilities, high rise accommodation, large volume warehousing, factories, car parks and waste and recycling facilities.

This will be achieved by working with partners to demonstrate the benefits, provide the evidence and advise politicians, developers, designers and the public of the benefits of AWSS. There is already clear evidence of these benefits shown in published national and international research.

NB AWSS includes sprinkler systems, water misting systems, fog systems and such variants that automatically apply water to a developing fire with a view to either extinguish or control the fire

Position Statement

Sprinklers are the most effective way to ensure that fires are suppressed or even extinguished before the fire service can arrive. They save lives and reduce injuries, protect firefighters who attend incidents and reduce the amount of damage to both property and the environment from fire.

In the last 12 months, the National Fire Chiefs Council (NFCC) and the National Fire Sprinkler Network (NFSN) have worked together to investigate the effectiveness and reliability of sprinkler systems. The evidence produced indicates that sprinkler systems operate on 94% of occasions demonstrating very high reliability. Furthermore, it is evident that when they do operate they extinguish or contain the fire on 99% of occasions and are thus very effective. The research also found that in both converted and purpose built flats that sprinklers are 100% effective in controlling fires.

NFCC recognise that sprinklers are an effective part of an overall fire safety solution and can be used efficiently to improve fire safety in a range of new and existing buildings. NFCC support the concept of risk assessed retro fitting of sprinklers in existing buildings and would also welcome the prioritisation of a review of the Building Regulations (Approved Document B) to ensure fire safety requirements keep pace with new building developments. NFCC supports the mandatory installation of sprinkler systems in certain types of higher risk buildings such as nursing homes, and single staircase high rise buildings as two examples.

NFCC supported by NFSN are focused on developing understanding and acceptance to promote the wider use of sprinklers. Together we will continue the efforts in the coming months to:

- Educate the public and building owners to dispel the myths and understand the benefits of sprinklers
- Provide clear guidance on their consideration and implementation as part of a fire safety strategy
- Provide clear guidance within the service on their ongoing maintenance and operational considerations.

Current Position (February 2018)

In regard to the review of Approved Document B (ADB):

- NFCC support the urgent review of ADB and recommend that the thresholds that set the requirements for sprinkler systems should be refreshed to mirror the Scottish standards for new buildings. In addition, NFCC recommend specific additional requirements in respect of existing high rise residential buildings are incorporated into the new ADB.

- NFCC recommend premises designed for the care of vulnerable persons such as care homes, supported living, houses in multiple occupation, etc, and should be fitted with a suitable sprinkler system.

In regard to high rise buildings:

- NFCC recommend that the review of ADB specifies that sprinklers are a requirement in all **new** high rise residential structures above 18m (or as defined in any revised Approved Document B) Student accommodation should be included in this category of building.
- In respect of **existing** high rise residential buildings, NFCC recommend that where high rise residential buildings currently exceed 30m there should be a requirement to retro fit sprinklers when these buildings are scheduled to be refurbished Furthermore, NFCC recommend that sprinklers should be retro fitted where high rise residential buildings over 30 metres are served by a single staircase
- NFCC will support fire and rescue services who are receiving enquiries from, and providing support to local authorities and Housing / Residents Associations, which are committing to install sprinklers in their high-rise stock

In regard to car parks:

- Evidence derived from global research and research conducted by the Building Research Establishment (BRE), which demonstrates the effectiveness of sprinklers controlling fires in car parks shows that the incidence of fatalities and injuries is zero and the property loss is around 95% lower than that of an uncontrolled fire. NFCC's position in relation to car parks is as follows
- NFCC recommend that consideration is given to installing sprinklers in open sided car parks to protect property, including the fabric of the building. While there have been few incidences of fatalities in car parks there have been recorded fatalities to firefighters due to structural collapse abroad.
- NFCC strongly recommends that enclosed car parks should be fitted with sprinklers, as is common in Europe and also recommended by NFPA 88 in the USA
- NFCC strongly recommends that basement car parks, and in particular those with associated accommodation above, are fitted with sprinklers This is a common requirement in Europe and recommended by NFPA 88 in the USA Research undertaken by the BRE in 2010 also support this approach
- NFCC strongly recommends that automated car parks are protected by sprinkler systems due to the extra density of fire loading created by stacking cars in carousel or racking systems Increasingly this is being recommended globally and is also required by NFPA 88.
- NFCC calls for more research into fires and car parks and the design of car parks NFCC believe the current design does not take into

consideration the fire loading of modern vehicles, electric vehicles, LPG vehicle and also the risk of running fuel fires from plastic fuel tanks

In regard to other building types:

- NFCC recommend that sprinklers continue to be fitted in new **schools** unless the risk is deemed exceptionally low in line with the original intention of BB100. To drive consistency NFCC recommend a standard approach is adopted to conducting the risk assessment, with the loophole closed whereby an alternative is sought to avoid installing sprinklers when a risk assessment deems them other than low risk.
- NFCC recommend the review of ADB includes lowering the threshold for the requirement to fit sprinklers in large structures such as **warehousing** to 4,000 square metres (NFCC are supporting research to assess the ability of firefighters to safely perform rescues from large structures such as warehouses Based on the early results of this research suggests 4000M²)
- NFCC recommend that sprinklers are provided in **new residential care premises and specialised housing**.
- NFCC recommend that sprinklers are provided in facilities providing **waste management and recycling** There is growing evidence that sprinklers are highly effective in controlling fires in these establishments Uncontrolled fires in waste and recycling facilities are often prolonged, extremely resource intensive for fire and rescue services and partner authorities They are also commonly disruptive to local communities and to travel infrastructure

Background Information

In particular NFCC will work with the following key partners to deliver the objective

National Fire Sprinkler Network (NFSN)

British Automatic Fire Sprinkler Association (BAFSA)

Business Sprinkler Alliance (BSA)

All Party Parliamentary Fire Safety and Rescue Group (APPFSRG)

European Fire Sprinkler Network (EFSN)

These stakeholders are very closely aligned with our current objectives and much of this alignment is achieved through the NFSN The list is not extensive and there are other stakeholders such as the Fire Brigades Union, International Fire Sprinkler Association and the Association of British Insurers

There is much research available on the effectiveness of sprinklers nationally and internationally The most recent UK research was commissioned by NFCC and NFSN Below are some of the key UK based, independent research into the benefits of sprinklers

Efficiency and Effectiveness of Sprinklers in the United Kingdom.

- Sprinklers are 94% efficient in their ability to operate
- Sprinklers are 99% effective in extinguishing or controlling a fire

Sheffield Low Rise Sprinkler Retrofit

- Sheffield City council identified a serious fire risk potential in a specific type of property in their property portfolio with a decision taken to install a suppression system in 540 individual ranch style properties sited in four locations
- A successful activation protected a vulnerable resident.

Safer High Rise Living Callow Mount Retrofit

- A project funded and directed by the British Automatic Fire Sprinkler Association (BAFSA) for the Sprinkler Coordination Group (SCG) with the main objective of seeing if it was practical to fit a sprinkler system without relocating residents in a high rise block
- 13 storey tower block, which had been achieved at a lower cost than had previously been thought to be the case, and with modest disruption to residents
- Average cost per flat was £1,150 (at 2012 prices) An analysis of retrofitting work in high rise residential blocks completed from 2012-2017 by the Residential Sprinkler Association confirms that costs per flat average between £1500 and £2500

Environmental Impact of the effectiveness of Sprinklers in Warehousing Fires

- Report demonstrating clearly that whole-life benefits outweigh the costs and that there are environmental benefits for including sprinklers in warehousing
- Research informs us that from warehouse fires alone, businesses lose over £230m annually, in addition to nearly 1,000 jobs The Association of British Insurers (ABI) have called to make sprinklers compulsory in warehouses in the UK
- The International Fire Protection Magazine website provides further information, including a link to the Business Sprinkler Alliance website where two publications can be found on the environmental impact and cost benefit analysis for fire sprinklers in warehouse buildings

Cost Benefit Analysis of Sprinklers BRE Report

- Sprinklers are cost beneficial in the following premises.
 - Bedsits of six units or more,
 - Most purpose built blocks of flats;
 - All Care Homes.

The Impact of Automatic Sprinklers on Building Design

- The Association of British Insurers (ABI) raise awareness in the industry on the beneficial impact of incorporating automatic sprinklers into building design. This independent report, provides those involved in the design and construction industry with useful and helpful information on the design implications of automatic sprinklers and outlines how sprinklers add value to building design
- Unlike most other reference sources it focuses on the commercial and design impacts of automatic sprinklers rather than fire safety The introduction of Sprinklers provides many benefits including life safety, business protection and sustainability By looking at different building types/design options, this report identifies the capital and lifestyle costs, design benefits and flexibility, as well as the potential to reduce the construction programme
- It also supports the view that sprinklers should be considered early on in the design process, dispelling the myths about cost and design freedoms
- The full report can be accessed here [The Impact of Automatic Sprinklers on Building Design](#)

In general there is very little conflicting evidence globally. Most research identifies the cost benefits of sprinklers in a wide range of accommodation.

We will continue to work with our partners to dispel the myths that have grown around sprinklers due to consistent misrepresentation in the global media especially the way sprinklers are portrayed in feature films, advertisements and television programmes.

Current legislation in the UK

There are differing situations within the United Kingdom

England

In England there is no specific legislation requiring sprinklers since the repeal of local acts The requirements for sprinklers are contained within the guidance of volumes 1 and 2 of Approved Document B to the Building Regulations These requirements apply differently based on building use, sizes and heights There are some relaxations allowed in the requirements for means of escape, compartmentation, fire resistance and fire service access from a voluntary inclusion of sprinklers The inclusion of sprinklers can therefore assist building designers in creating spaces that are more open and useable than would otherwise be acceptable without sprinklers

In respect of schools there is a ministerial expectation that all new and refurbished schools are fitted with sprinklers, unless they are demonstrated to be low risk through the completion of a specified risk assessment tool The NFCC have concerns that this expectation is not being met in the majority of new build schools

Wales

In Wales all new residential premises including Care Premises (plus schools funded by the Welsh Government) must be fitted with sprinklers

Scotland

In Scotland there is a requirement to fit all new Enclosed Shopping Centres, Residential Care Buildings, High Rise Domestic Buildings above 18m, Sheltered Housing Complexes, School Buildings and some warehouses with sprinklers and recognition of the benefits of sprinklers in Technical Standards

Scotland have also taken a position of requiring sprinklers in new high rise structures above 18 metres, whereas in England the threshold is 30 metres

Approach Elsewhere

One of the most notable cases globally is Scottsdale in Arizona where sprinklers have been required in new buildings for over 30 years This has resulted in dramatic reductions in fire losses in terms of both life and property. The impacts have been well documented

There is a varied picture in relation to fitting sprinklers globally

New Zealand has a much simpler standard for residential sprinklers which has resulted in a wider fitting of sprinklers in dwellings.

Most developed countries now require sprinklers in some form in high rise developments. Subject of much interest, and as a result of high rise fires involving cladding, is the increasing move to fit balconies with sprinkler systems

Case Studies

Efficiency and Effectiveness of Sprinklers in the United Kingdom This report contains a number of case studies

Studley Green Experience Ten years on This report details the success on the UK's first large scale fitting of sprinklers in social housing

Summary of UK Sprinkler Incidents 2016

Residential Flat Fire Bedfordshire

School saved by sprinkler System Hertfordshire

London Teddington School Sprinkler Save

Portable Misting Systems save three lives Derbyshire

There are numerous short case studies on successful sprinkler activations on the NFSN website

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Appendix 3 - Concerns raised by residents

What impact will sprinklers have on the wider block?

By introducing the sprinkler systems into the residential blocks it is also necessary for the Council to be satisfied that no new hazards will be introduced into the building without suitable mitigation. It is likely that the tower blocks contain asbestos or asbestos containing materials which are a potential high risk to operatives (and residents) if disturbed during work without the right protections in place. To mitigate this risk a programme of asbestos surveys to common areas and a representative sample of flats is currently in progress. Asbestos reports are then produced for the proposed contractor prior to works commencing and method statements will be prepared by them and assessed by the Northwards Housing capital programme team as part of the contract process before work is allowed to start.

Potential risk of Legionnaire's disease

There has been some concern expressed by a small number of residents during consultation that introducing a wet sprinkler system into properties could create a risk of Legionnaire's disease. However, extensive international research shows that there is no realistic chance of a member of the public contracting Legionella from a sprinkler system when it operates. Current thinking is that the water droplet sizes generated by sprinkler head deflectors are too large to pass through the membranes of the lung and this, together with the fact that the oxygenation, pH and temperature of the water in sprinkler pipes does not provide a suitable environment for the Legionella bacteria to flourish. There is not therefore considered to be a risk to residents. There may be a statistical possibility of a sprinkler maintenance operative contracting the disease if the operative is standing below a sprinkler head that they are removing. However, there are no recorded cases of anyone contracting Legionella from a sprinkler system anywhere in the world. Such risk as might exist for maintenance personnel can be eliminated by adherence to proper working practices.

Water quality testing is carried out on a 6-monthly cycle to our tower blocks at present to identify any issues and this will be extended to include the sprinkler system.

Risk of leakages / water damage

One of the issues raised by residents during the consultation exercise, and in subsequent correspondence, has been the risk of leakages and water damage once sprinkler systems have been installed. Residents are concerned about the risk of damage to personal possessions, furniture etc.

Information obtained from a variety of sources shows that the likelihood of sprinkler systems leaking or setting off unnecessarily is extremely low. Data obtained by Building Control suggests that the likelihood of a system failure is 1 in 16,000,000. In comparison the likelihood of winning the lottery is 1 in 14,000,000.

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Appendix 4

Efficiency and Effectiveness of Sprinkler Systems in the United Kingdom: An Analysis from Fire Service Data

May 2017

Summary

1. This report provides a detailed analysis of data on fires in premises in the UK in which sprinkler systems were fitted over the period 2011 to 2016. Data were provided by 47 Fire and Rescue Services.
2. The cases analysed amounted to 2,294 incidents of which 1,725 (75%) were in nonresidential buildings and 414 (18%) in dwellings.
3. The aim of the analysis was to provide an authoritative assessment of the reliability and effectiveness of sprinkler systems in controlling and extinguishing fires and in preventing damage.
4. The effectiveness and reliability of sprinklers has been assessed with regard to two key criteria:
 - When sprinklers operate how effective are they in extinguishing or controlling fires and thus preventing damage? (performance effectiveness)
 - How reliable are sprinklers in coming into operation when a fire breaks out? (operational reliability)
5. In the data set there were 945 cases in which sprinklers were activated. The impact of the sprinkler system is known for 677 fires of these cases. Across all fires for which data were available, the sprinkler systems contained or controlled the fires in 62% of incidents and extinguished the fire in 37% of incidents. Hence, the performance effectiveness of sprinkler systems was 99% across all building types.
6. A further measure of effectiveness is obtained by comparing average areas of damage from fires in residential buildings with sprinklers and from all fires in residential buildings. Fires in dwellings where sprinkler systems operated had an average area of fire damage of under 4 sq. m. This compares to an average area of fire damage of 18 to 21 sq. m. for all dwelling fires in England between 2011/12 and 2015/161 .
7. The average area of fire damage in a non-residential building where a sprinkler system was present² was 30 sq. m. which is half the average area of fire damage of in comparable “other building” fires in England between 2011/12 and 2015/163
8. There were 1316 fires recorded in the data where a sprinkler system was present but did not operate. Information on the reasons why the sprinkler system did not operate was recorded for 879 fires. In 370 of these cases the fire was in an area not covered by the system; in 115 cases the fire was too small to activate the system; in

18 cases the system was turned off; and in 13 cases the fire was extinguished before activation. Only 57 cases out of 879 were identified where the system could have been expected to work but did not. This indicates that the operational reliability of the systems was 94%.

9. In brief, this extensive data analysis shows that sprinklers are highly reliable and effective. They work as intended in 94% of cases and control or extinguish fires in 99% of cases.

The full report produced for the National Fire Sprinkler Network and the National Fire Chiefs Council can be found at:

https://www.nationalfirechiefs.org.uk/write/MediaUploads/NFCC%20Guidance%20publications/Protection/Optimal_Sprinkler_Report.pdf

**Manchester City Council
Report for Resolution**

Report to: Executive – 14 November 2018

Subject: First Street Development Framework Update 2018 Consultation

Report of: Strategic Director (Development)

Summary

This report informs the Executive of the outcome of a public consultation exercise with local residents, businesses and stakeholders, on the draft updated Development Framework for the First Street area, and seeks the Executive's approval of the Framework.

Recommendations

The Executive is recommended to:

- i. Note the outcome of the public consultation on the draft updated Development Framework for First Street.
 - ii. Formally approve the updated 2018 First Street Development Framework and request that the Planning and Highways Committee take the Framework into account as a material consideration when considering planning applications for the First Street area.
-

Wards Affected

Deansgate

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The First Street Development Framework will provide the catalyst for further investment and employment in the area. The 2018 framework proposes an increase in the amount of office space, which will bring more businesses and employment to this part of the city centre.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The redevelopment of this area will continue to facilitate the creation of a substantial number of new jobs in a range of employment sectors (including Technology, Media & Tele-communications (TMT), healthcare, Research & Development industries, and technical advisory businesses), and at a range of levels. The partners (MCC, Ask Real Estate &

	<p>PATRIZIA UK) will seek to maximise local employment and training opportunities from this initiative.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The First Street site is a significant new development in the city centre offering job, leisure and entertainment opportunities for Manchester residents, as well as new homes.</p> <p>The scheme will provide new connections to other parts of the city centre and surrounding communities, providing improved access for local residents to the opportunities and amenities within the First Street area.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The First Street development will provide a new and vibrant neighbourhood at the southern gateway to the city centre.</p> <p>Extensive new high quality public realm and open space is proposed by the First Street Development Framework, which will significantly improve the environment of this part of the city centre. The proposed developments and quality of the public realm is a significant factor in determining the character of the area.</p> <p>The intention to continue to encourage independent, niche and creative uses and businesses will create a distinctive experience. The new cultural facilities will help establish First Street as a key cultural hub for the city.</p> <p>The development of First Street involves the regeneration of a major brownfield site. The Development Framework includes a commitment to the highest sustainability standards within the proposed commercial development through innovative building design, promoting low energy use. Sustainable design and development principles will be tested at planning application stage.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The First Street area benefits from strong public transport links, with both rail and Metrolink stations and the Metroshuttle service within close proximity, reducing the need for car travel to and from the area. The Development Framework prioritises pedestrian walkways and cycling access, which will provide links to surrounding neighbourhoods and city centre districts. High quality new commercial</p>

	<p>accommodation will be provided as well as significant new public realm.</p> <p>New homes are also proposed at First Street South, enabling people to live close to the employment and leisure opportunities offered by the city centre.</p>
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Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None

Financial Consequences – Capital

None directly from this report.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the officers above.

- Report to Executive 24 November 2010: Development Framework for First Street

- First Street Development Framework: 2010
- Report to Executive 16 March 2011: First Street Development Framework
- Reports to the Executive: 25 July 2012:
 - First Street Development Framework Update
 - First Street North Update
 - First Street (Confidential Report)
- First Street Development Framework: July 2012
- Report to Executive - Manchester Piccadilly and Oxford Road Capacity Scheme: 29 October 2014
- Report to Executive - Northern Hub - Network Rail Manchester Piccadilly and Oxford Road Capacity Scheme – Transport and Works Act Order Application: 21 January 2015
- Report to Executive 29 July 2015: First Street update
- Report to Executive 4 November 2015: First Street Updated Development Framework Consultation
- First Street Development Framework: 2015
- Report to Executive 25 July 2018: First Street Development Framework Update 2018
- First Street Development Framework: 2018

1.0 Introduction

- 1.1 On 25 July 2018, the Executive endorsed, in principle, the draft updated Development Framework for First Street area, and requested that the Chief Executive undertake a public consultation exercise in relation to it.
- 1.2 This report summarises the outcome of the public consultation on the framework.

2.0 Background

- 2.1 First Street is a long-standing regeneration priority for Manchester City Council and its partners.
- 2.2 In order to fully realise First Street's potential contribution to the continued growth and regeneration of the city centre, the masterplan for the area needs to build upon its success to-date, and maximise the commercial offer within the area, to help meet the demonstrated need for more quality office space in the city centre.
- 2.3 An updated Development Framework has, therefore, been produced for First Street, in order to respond to the changes in the economic climate since the previous framework in 2015, and to continue to meet the strategic policy and regeneration objectives of the Council and its partners. The focus of the 2018 Development Framework is to update the development principles for the First Street Central area, enabling increased density of development, to ensure that First Street can meet the level of commercial demand in the area, and maximise its contribution to the city's economic growth.

3.0 The Consultation Process

- 3.1 Consultation letters have been sent out to 318 local residents, landowners and stakeholders, informing them about the public consultation, how to participate, and engage in the consultation process, and where to access the 2018 Development Framework document. The draft Framework was made available on the Council's website, and comments were invited on this.
- 3.2 The formal consultation closed on Monday 8th October 2018, following a six week period of consultation
- 3.3 The City Council has received 5 responses to the consultation on the 2018 updated Development Framework.
- 3.4 Three of the responses were provided by landowners, one from a local business, and one from Deansgate Ward Councillors.

4.0 General Responses to the Consultation

- 4.1 Four responses were wholly supportive of the updated Development Framework, with the Ward Councillors' response raising a number of

comments for consideration. The issues raised by the Ward Councillors are covered in Section 5 below.

4.2 The range of comments received supporting the updated framework included the following:

- The evolution of the masterplan reflects current and predicted market conditions and a positive drive to enhance an already thriving new neighbourhood.
- The proposals to continue the development of the area as a prime office location, increasing the scale and density of commercial development including a new hotel within the First Street Central area, are supported. The additional footfall that this proposed development will generate will benefit local businesses.
- The SRF document is a very clear statement of future plans for the area, clearly progressing the 2015 framework and representing an appropriate response to the success of First Street North and the prevailing economic climate.
- Given the development of the School of Digital Art at Manchester Metropolitan University, the Creative Ribbon proposal could become an important space for spinout business.
- The emphasis on street level animation is critical to ensuring that the area remains vibrant throughout the day and evening.
- The Whitworth Street arches redevelopment is much needed, but the continued delays in Network Rail bringing forward these developments are a cause for concern. It is requested that consideration be given to using Section 106 funding to support HOME's development of the railway arches as a Community and Education Centre.

5.0 Deansgate Ward Councillors response

5.1 The key points made within the Councillors' response are summarised below under broad headings.

5.2 Development Framework Document

- The Development Framework's executive summary should be sufficiently comprehensive, succinct and accessible to enable a reader to respond to the consultation.
- All frameworks should explain in layman's terms the purpose, process and powers of a regeneration / development framework.

- The document should include a comprehensive list of landownership beyond the references included, which should also highlight any City Council owned land.
- The Development Framework should outline any discussion with landowners and developers that has taken place prior to the public consultation. This is of particular importance where an update to a framework is triggered by the potential for imminent planned development.
- The framework at times provides opt-outs on viability grounds to the principles set out. It should be for planning applicants to demonstrate, evidence, and convince the local planning authority that their application is unviable because of policy constraints. The framework should clearly outline the vision and principles and leave viability for the assessment of individual planning applications.
- It is insufficient to focus solely on updating the First Street Central area. Any update should be reflective of the entire framework area. This should include regeneration that has been achieved already; changes in the strategic context (for example increases in the city centre population and the pipeline of residential property under construction); and how this affects all remaining development sites. The updated framework does not attempt to justify why other areas with undeveloped plots have not been included.
- Paragraph 1.42 is incorrectly numbered.

5.3 Development Design

- The inclusion of progress to date, in terms of the architectural narrative and the pedestrian focus achieved on First St, and how that might be continued, would be welcomed. Section 1.32 discusses the balanced and coherent nature of uses, but does not mention design or architecture.
- There is an opportunity for green architecture to be included in First Street, for example, green roofs on all plots at First Street and living walls. This would increase the visual amenity for existing and future residents living in adjacent tall buildings, as well as in the immediate vicinity. Further benefits around increased sustainability and a level of carbon capture by green infrastructure are important to Manchester, given the current high levels of pollution affecting residents, workers, and visitors.
- Paragraph 1.41 mentions the development sites on Cambridge Street as being “suitable for commercially-led, mixed-use development.” However, the design principles of this side of the site and these plots is not outlined in the updated Development Framework. Whilst it is acknowledged that the framework does not seek to stipulate design parameters for each plot, different areas of First Street have different characteristics that are worth commenting on. The Medlock Street side of the area is characterised by colourful, quirky architecture using different materials, whereas comparatively towards the Cambridge Street side, brick is the dominant material.

- Addressing appropriate development activity in First Street South, the framework should stipulate the appropriateness of different heights by location, rather than stating a mix over the whole area. A preference would be for medium-rise, high density residential development in First Street South, which is in keeping with the existing mill and more modern building's heights along Cambridge Street / Wilmott Street. The remaining sites without planning permission should step down from the site with existing planning consent to be more in keeping with this principle.
- Further commitment is requested that communal parking should not include gated car parking at ground level, which is a highly inappropriate design for the City centre. Car parking should not be viewable from street-level, nor hidden behind fencing or gating.
- On street car parking, other than disabled parking, should not be provided as is set out in paragraph 3.53, due to the potential to cause difficulties for cyclists and pedestrians, pollution, reduced visual amenity and crime.
- The concept of active frontages should be strengthened as a design principle, including along Wilmott Street. The language used in the framework allows for too much conditionality on the delivery of active frontages and their benefits, when they are a key principle for the place making, economic and other successes of First Street. Active frontages can also provide public safety benefits from the passive surveillance delivered by ground floor commercial frontages.

5.4 Public Realm

- Private external spaces should be restricted to courtyards enclosed by a building or terraces, with no other ground floor external space closed off to the public, as this is inappropriate for the area.
- The framework notes a finite amount of land within the City centre to deliver the floor-space needed to support Manchester's growth agenda, but is lacking in a holistic vision with respect to residents, public amenity and public services. The framework should not solely function to deliver economic growth, but to provide a holistic vision.
- There is a need for green space in the City centre. Higher density development on certain plots may allow the delivery of more public realm and green space. There could be opportunities to consider a public park on part of one of the plots, for example, on the plot bordered by Hulme Street, Wilmott Street, Chester Street and Cambridge St. As the historic grid pattern is reinstated, there could be space within this plot for a rectangular park similar to the shape of Parsonage Gardens.

5.5 Accessibility and Permeability

- The Development Framework discusses increasing permeability and building on pedestrian linkages that have been delivered in the surrounding area. However some of these linkages have been gated off subsequent to delivery, such as River Street. The framework needs to consider how it will achieve goals of pedestrian linkages with other areas in response to the loss of some pedestrian linkages.

5.6 Development Uses

- There is a growing need for cheaper accommodation for start-ups and small and medium sized enterprises (SMEs) in the City centre, which are a target of the Creative Ribbon. Section 2.14 mentions only prime commercial rents which are not reflective of the spaces demanded by small and creative businesses Evidence on pricing and availability of flexible, smaller and cheaper office space for SMEs and creative businesses should be included in the Strategic Context and provision made for these businesses to locate at First Street.
- The Development Framework should meet the needs of existing and future residents, workers, and other users of the City centre, in line with the Council's vision for the area, rather than solely being market driven.
- The residential properties included in the Development Framework are proposed as n build to rent. This does not tackle issues of increasing city centre rents, which can result from schemes funded by overseas capital.
- The framework should specify that residential development should be provided at affordable rents.
- The Development Framework should also commit to delivery of a balance of tenures and housing options, including as rent to buy or shared ownership, in order to help address the needs of Manchester's current and future population. Evidence as to

6.0 Response to Consultation Comments

6.1 General Comments

- As part of the original proposals for HOME it was agreed that Arches 74 & 75 located on Whitworth Street West would be used as a community and education centre. We note the suggestion that Section 106 funding is used to support the delivery of this initiative. This recommendation will be explored further with Council officers.

6.2 Development Framework Document.

- The Executive Summary in its current form provides a succinct overview of previous versions of the First Street Development Framework; development progress to date; and the updated proposals which centre on First Street Central. This will provide the reader with oversight of the framework, and

enable them to review the contents of the document for specific detailed information.

- The consultation letter issued to landowners, residents, businesses and stakeholders explained that the purpose of the Development Framework is to guide the regeneration of the First Street area. The framework also indicates that the document has been prepared to update the development principles set out in the previously endorsed First Street Development Framework. In addition, both this and the pre-consultation report to the Council's Executive, state that if approved, the 2018 Development Framework will become a material consideration for the Council as Local Planning Authority.
- The inclusion of a list of land ownership is not a common feature of other frameworks within the city centre or previous versions of the First Street Development Framework. It is not always possible to identify all land ownerships in a given area.
- The draft updated Development Framework reflects discussions which have taken place with officers and the developer of the First Street site, ASK Developments. This resultant framework has subsequently been subject to public consultation, and the final version of the Development Framework will reflect the outcome of the consultation. Any developments brought forward will be required to go through further detailed consultation as part of the planning process.
- It is the intention of the framework to outline the vision and principles for development, and leave viability for the assessment of individual planning applications in line with the suggestion made in the consultation response. The wording of the document will be reviewed to ensure that this is clearly articulated.
- The framework update is deliberately focused on the First Street Central character area as a result of definitive plans for the provision of additional commercial accommodation within this location. This growth will in turn support the continued development of the wider mixed-use neighbourhood at First Street.
- It should be noted that the updated First Street Central character area covers a larger area than just Plots 9 and 10, representing the heart of the First Street masterplan. The framework also sets out amended guidance for the current Premier Inn occupied site on Medlock Street, and also references the Little Peter Street opportunity which provided contextual background for the 2015 First Street Development Framework. The 2018 framework update is clear that these plots remain without change.
- It was not thought appropriate to update the other character areas within the Development Framework, at this time, for the following reasons:

- First Street North has emerged as a vibrant character area, which is already fully built out and operating successfully. As such, it is not necessary to review the principles for this Character Area.
- First Street South is subject to existing planning consent for residential development. Aside from this consented development there are no other emergent plans for vacant plots in this character area. Subsequently, the existing vision set in the 2015 Development Framework still remains.
- Creative Ribbon – this Character Area principally relates to space under the railway viaduct which links Manchester Piccadilly, Manchester Oxford Road, and Deansgate Stations. The aspiration for cultural and creative uses to thrive in these spaces remains. However, this is clearly a long term aspiration goal. With this in mind it is considered that no updates were required for this Character Area.
- The numbering error relating to paragraph 1.42 is noted and will be amended.

6.3 Development Design

- An amendment to the Development Framework is suggested, referencing the high quality benchmark that has been achieved in terms of design and architecture to date within the First Street area. The framework update continues to emphasise this as a continuing, fundamental objective. It should be noted that Urban Design Criteria are provided for each character area and these will guide the delivery of high quality designed schemes.
- The framework provides overarching principles, including how development should define landscaped areas, and feature careful design at the interface between buildings and the streets. This remains embodied in the development principles which have achieved successful outcomes to date. Detailed landscaping design principles for each scheme are not picked up within the Development Framework but will be required at the planning stage.
- The inclusion of green architecture is something that can be encouraged and explored as planning applications are developed. However this will need to be considered on a case by case basis in conjunction with other planning and regeneration criteria including deliverability. Sustainability, carbon reduction and air quality objectives are already captured across adopted Development Plan policies.
- It is not the purpose of a development framework to prescribe the architectural approach for individual sites. The framework sets general urban design principles to ensure that architecture will be of a high quality, respect context and contribute positively to place making. However, it should be noted that the specific design guidance provided for each Character Area reflects on their different characteristics. For example, Paragraph 3.53 highlights that “buildings in First Street South should use a range of materials that are complementary to the surrounding areas as well as the emerging context elsewhere within the wider First Street development”.

- Development frameworks are not be prescriptive on height (usually providing a range), which is determined through the consideration of individual planning applications. However, we would expect an overall relationship in heights across the whole of First Street that both relates to adjacent areas and gives shape across the whole of the area. At planning stage developers must robustly justify their proposed approach, taking into account townscape, local amenity, heritage considerations, microclimate, the quality of architecture and uses, contribution to public realm and place making, and contribution to other important planning and regeneration objectives.
- The request that residential parking should not include gated car parking at ground level is noted. This is a detailed design consideration for planning applications, but it is recommended that there should be a presumption against gated parking as suggested.
- On street parking provision is consistent across the city centre, and regulation of this would be aligned with all other city centre on street provision. This will allow for short stay parking, serving the requirements of retail and leisure amenities within the First Street area, and also help to facilitate drop off and servicing needs for residents and businesses.
- The framework is positive about flexible commercial, retail, and leisure uses throughout. Particular reference is given to this within the description of the Creative Ribbon Character Area, and also in paragraph 3.25 which highlights that the delivery of robust, flexible and generously proportioned commercial space will be fundamental to the success of First Street Central. Paragraph 3.21 also highlights that “Building types and sizes will, as far as possible, deliver a product which is flexible, with low capital costs and low operational costs for occupiers”.
- An addition to the draft framework is suggested, referencing the public safety benefits that are delivered by ground floor commercial frontages.

6.4 Public realm

- Development at First Street has been undertaken with a vision to create a new and vibrant neighbourhood at the southern gateway to the city centre for people to live in, work in and visit. The 2018 update focuses around the delivery of new commercial and hotel space, and the economic growth associated with this. However, a holistic view has been taken on the development of the neighbourhood beyond delivering economic growth. This has included:
 - Delivering enhanced links to public transport connections.
 - Developing the area as a visitor destination through the delivery of the 4* star Melia Hotel, HOME and a range of leisure amenities.
 - Development of new, high quality homes within close proximity to the city centre’s range of amenities and employment opportunities.
 - Place-making – investing in the creation of high quality public realm

- The First Street masterplan includes new public realm 'James Grigor Square'. At 2,100 sq. m, this significant new city centre public space is similar in size to Albert Square and will incorporate a small green space. It should be noted that First Street is within close proximity to existing significant green space at Hulme Park. There has also been recent commitment to deliver a significant amount of green space as part of development at nearby Great Jackson Street and St. John's, in addition to a major new city centre park as part of the Mayfield development.
- Other than private amenity space, required as part of delivering high quality development proposals, the clear intention of this framework is to maximise the provision of public space. There is no intention for external public spaces to be fenced off, retaining the overall quality and public access further into the First Street area.

6.5 Access and Permeability

- It is unclear which specific route is referred to as gated off in relation to River Street. There is currently a closure in place as a result of the construction compounds located off River Street. This has been implemented for security and safety, however a route will be reinstated following the completion of development.

6.6 Development Uses

- The purpose of the First Street Development Framework is to set an overarching strategic approach to guide the regeneration of the First Street area. The framework has been drafted to clearly reflect the Council's planning policies.
- Specific detail relating to the pricing of future delivered development would not be appropriate for the Development Framework document. However, paragraph 3.21 notes with regards to First Street Central, "Building types and sizes will, as far as possible, deliver a product which is flexible, with low capital costs and low operational costs for occupiers". It is envisaged that this aspiration will meet the requirements of SME's and growing businesses.
- More widely, the City is increasingly attracting the interest of operators providing space specifically for SMEs in central locations. WeWork is one example within the city, having taken up space within One St Peter's Square and No. One Spinningfields. In addition, smaller co-working providers such as Watch This Space are opening more boutique operations, with two facilities on Princess Street and Quay Street. These providers include space for small to medium size businesses ranging from single desks to whole offices, and cater for a broad component of the SME ecosystem.
- Grade A accommodation with larger floorplates is an equally important part of the city's business ecosystem, and First Street can play a very prominent role in accommodating this. The Manchester Office Agent Forum's reported

substantial take-up during the first half of 2018, including a number of transactions for larger amounts of floor-space. This included significant uptake at No.8 First Street, highlighting demand for this type of office space within this location.

- With regards to residential development, the framework indirectly references the increase in young people within the city centre within paragraphs 2.25 and 2.26. These highlight changing demand for rental products in particular. These references will be strengthened within the Development Framework.
- The transformation regeneration at First Street will continue to be led by the private sector working in partnership with the Council. As a result, market conditions play a prominent role in the deliverability of development. The Development Framework sets a clear strategy of what will be considered appropriate. As market dynamics change, updates to the framework continue to ensure that the framework remains relevant and current.
- The Development Framework is centred on the delivery of commercial floor-space in the city centre, which is fundamentally important to Manchester's growth and economic productivity, providing jobs for local residents. First Street South is described within the framework as an opportunity to deliver flagship city centre residential development. The mix of cultural, leisure, residential, and commercial uses will create a neighbourhood of choice, attractive to a range of people, helping to retain skilled people within the city and support its economic growth. First Street will also, in time, strengthen its connections with the wider City centre and communities such as Hulme.
- Residential development is reflective of demand and driven by the requirements of those seeking to live within the city centre. A range of property types are being delivered across the city centre to meet the different needs of the city's diverse population, including at First Street. This is aligned with work being taken forward by the Council to understand amenity requirements, such as childcare, education and health facilities, and how the delivery of this can be most appropriately facilitated. The Development Framework will be delivered in line with the Council's affordable housing policy. It should be noted that rising rents in the city centre reflect a historic lack of supply in the city during a period of intensive population growth. This is being addressed by the city centre's strong residential pipeline.

7.0 Conclusions

- 7.1 The overarching support for the draft updated First Street SRF is welcomed. The right set of circumstances now exists to support the next phase of development at First Street and to maximise its contribution to the city centre's growth.
- 7.2 Consultation will continue with residents and stakeholders throughout further development phases.

7.3 A recommendation to consider the allocation of Section 106 funding to support the delivery of the proposals for Arches 74 & 75, Whitworth Street West will be further explored.

7.4 Subject to agreement by the Executive, it is suggested that the Development is amended to:

- Include a plan which illustrates land ownership within the framework area.
- Clearer articulate the intention of the document.
- Correct a numbering error relating to paragraph 1.42.
- Reference the high quality benchmark that has been achieved in terms of design and architecture to date within the First Street area.
- Reference the public safety benefits that are delivered by commercial development at street level.
- Strengthen the reference to the demographics of the city centre population.

7.5 Recommendations appear at the front of this report

8.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

8.1 The First Street Development Framework will provide the catalyst for further investment and employment in the area. The 2018 framework proposes an increase in the amount of office space, which will bring more businesses and employment to this part of the city centre.

(b) A highly skilled city

8.2 The redevelopment of this area will continue to facilitate the creation of a substantial number of new jobs in a range of employment sectors (including Technology, Media & Tele-communications (TMT), healthcare, Research & Development industries, and technical advisory businesses), and at a range of levels. The partners will seek to maximise local employment and training opportunities from this initiative.

(c) A progressive and equitable city

8.3 The First Street site is a significant new development in the city centre offering job, leisure and entertainment opportunities for Manchester residents, as well as new homes. The scheme will provide new connections to other parts of the city centre and surrounding communities, providing improved access for local residents to the opportunities and amenities within the First Street area.

(d) A liveable and low carbon city

8.4 The First Street development will provide a new and vibrant neighbourhood at the southern gateway to the city centre. Extensive new high quality public

realm and open space is proposed by the First Street Development Framework, which will significantly improve the environment of this part of the city centre. The proposed developments and quality of the public realm is a significant factor in determining the character of the area.

- 8.5 The intention to continue to encourage independent, niche and creative uses and businesses will create a distinctive experience. The new cultural facilities will help establish First Street as a key cultural hub for the city.
- 8.6 The development of First Street involves the regeneration of a major brownfield site. The Development Framework includes a commitment to the highest sustainability standards within the proposed commercial development through innovative building design, promoting low energy use. Sustainable design and development principles will be tested at planning application stage.

(e) A connected city

- 8.7 The First Street area benefits from strong public transport links, with both rail and Metrolink stations and the Metroshuttle service within close proximity, reducing the need for car travel to and from the area. The Development Framework prioritises pedestrian walkways and cycling access, which will provide links to surrounding neighbourhoods and city centre districts. High quality new commercial accommodation will be provided as well as significant new public realm. New homes are also proposed at First Street South, enabling people to live close to the employment and leisure opportunities offered by the city centre.

9.0 Key Policies and Considerations

(a) Equal Opportunities

- 9.1 The site has the capacity to create a significant number of new jobs, as well as residential and leisure opportunities. The proposals will provide new connections to surrounding neighbourhoods, providing improved access to local residents to the opportunities within the First Street area. In addition, there is a commitment to ensure that design standards throughout the development will comply with the highest standards of accessibility.

(b) Risk Management

- 9.2 The development partners are required to develop, instigate, monitor and manage an appropriate and robust risk management strategy. Whilst this is owned by the development partners, risk management is considered at the Project Board and is therefore monitored and managed throughout the delivery of the development.

(c) Legal Considerations

- 9.3 If the 2018 Development Framework is approved by the City Council, it will become a material consideration for the Council as Local Planning Authority.

**Manchester City Council
Report for Resolution**

Report to: Executive - 14 November 2018

Subject: Great Ducie Street Strategic Regeneration Framework

Report of: Strategic Director (Development)

Summary

This report informs the Executive of the outcome of a public consultation exercise with local residents, businesses and key stakeholders on the draft Strategic Regeneration Framework (SRF) for Great Ducie Street. The report responds to the issues raised, and seeks the Executive's approval and endorsement of the final SRF.

Recommendations

The Executive is recommended to:

1. Note the comments received on the Strategic Regeneration Framework and the response to these comments;
 2. Agree the proposed amendments to the Strategic Regeneration Framework arising from the comments received; and
 3. Formally approve the Great Ducie Street Strategic Regeneration Framework, with the intention that it will become a material consideration in the Council's decision making as the Local Planning Authority.
-

Wards Affected: Cheetham and Piccadilly

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>The Great Ducie Street area has a large number of commercial and retail businesses located within it. The comprehensive redevelopment of the area will provide a significantly enhanced environment for these existing businesses to trade in and also attract new businesses from across a range of sectors to the area.</p> <p>Regeneration of the area will provide a major focus for new investment with the framework contributing towards a growth in employment opportunities and the economic performance of the wider city centre.</p> <p>The SRF reinforces the importance of retaining the</p>

	<p>area's history with a key focus on employment, which will continue through an increase in the quality and amount of employment space. The opportunity exists to build upon the business base of the SRF area and the adjoining Warehouse District to further support the neighbourhood's sector focus within the national and international textiles industry.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>In addition to supporting growth and development within the existing and established textiles sector, the framework also indicates the importance of introducing new sector focuses within the area. Delivering new, innovative and flexible commercial space within the neighbourhood will encourage enterprise and offer start-up potential across key growth sectors for both the city and the wider Greater Manchester region.</p> <p>Delivery of flexible commercial space and the associated introduction and development of new industry sectors will support the city's drive for high calibre talent attraction and graduate retention.</p> <p>The Framework also includes scope for a range of new homes of differing types, within close proximity to existing job opportunities and those that will be created within both the framework area and the city centre.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The framework has been developed to align with adjacent adopted regeneration frameworks to ensure development is complementary and takes a holistic view of a key gateway into the city centre from the north. These frameworks include the former Boddingtons Brewery site, NOMA, and the Lower Irk Valley which will collectively transform the northern side of the city centre.</p> <p>The framework details the addition of high quality public realm space which includes river side public park alongside new residential, commercial and leisure amenities. This will help to ensure the area is a popular neighbourhood of choice to live, visit and work.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The combination of employment and residential uses will create a place in the city to live and work which is unique in comparison with other neighbourhoods within the city centre core and build on a key opportunity at the city centre's</p>

	<p>periphery.</p> <p>Development fronting the River Irwell should take full advantage of this natural asset and simultaneously contribute to the improvement of the riverside experience and the creation of a green corridor. This is a location within the SRF area identified for residential development, creating an attractive riverside environment for people to live, work and spend time in.</p> <p>Creating enhanced routes into and through the SRF area and connecting with the core of the city centre is additionally a key component of the framework.</p> <p>The introduction of new pedestrian crossings alongside new cycle routes and cycle parking facilities support this objective.</p>
A connected city: world class infrastructure and connectivity to drive growth	<p>The introduction of active frontages is identified as a priority for new development. These uses will be of increasing importance along pedestrian routes and key public spaces to promote street life and enhanced animation to the street scene. At present the area experiences little footfall beyond those accessing the existing retail units. Development of the neighbourhood's amenities will significantly enhance the reputation of the area and serve its community</p>

Financial Consequences – Revenue

None

Financial Consequences – Capital

There are no financial consequences resulting from this report.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above;

- Former Boddingtons' Brewery Site Strategic Regeneration Framework – April 2015
- Report to the Executive - Development Framework for the Former Boddingtons Site, Strangeways – 3 June 2015
- Draft Great Ducie Street Strategic Regeneration Framework – January 2018
- Report to the Executive - Great Ducie Street SRF – February 2018

1.0 Introduction

- 1.1 On 7 February 2018, the Executive approved, in principle, a draft Strategic Regeneration Framework (SRF) for Great Ducie Street, and requested that officers undertake a public consultation exercise in relation to it.
- 1.2 The framework provides the strategic context for the regeneration of an area positioned at a key gateway to the city centre from the north of the city.
- 1.3 The Great Ducie Street SRF area extends northwards from the city centre and Manchester's Inner Ring Road adjacent to the Manchester Arena. The area lies in close proximity to a number of key city centre strategic regeneration initiatives, including NOMA, Northern Gateway, New Victoria and the Medieval Quarter.
- 1.4 The draft framework sets out the aspiration to develop a mixed use neighbourhood including commercial development, new city centre homes, a multi-storey car park, new active frontages comprising retail and leisure uses, and high quality public realm to transform the pedestrian environment.
- 1.5 The draft SRF is aligned with the principle set within the endorsed former Boddingtons site SRF, to deliver a maximum of 50% residential accommodation within the SRF area.
- 1.6 This report summarises the outcome of the public consultation on the SRF. Appendix A attached illustrates the SRF boundary and the character areas.

2.0 The Consultation Process

- 2.1 Consultation letters were sent out to 1,946 local residents, businesses, and stakeholders, informing them about the public consultation, how to engage in the consultation process, and where to access the SRF. The SRF was made available on the Council's website, on 3 August 2018, and comments were invited.
- 2.2 The consultation closed on 17 September 2017, following a six week period of consultation.
- 2.3 There was an extended gap between the Executive requesting a public consultation (February 2018) and the consultation commencing as a result of the requirement for additional information to be included.
- 2.4 In total 12 responses were received, broken down as follows:
 - 2 from Cheetham Ward Councillors
 - 1 from a business owner
 - 6 from landowners
 - 3 from statutory agencies

3.0 Consultation Comments

3.1 In response to the consultation, a range of issues were raised by respondents. These are all within the following categories:

- General Support
- Flood Risk & Water Management
- Public Realm
- Development Uses & Mix
- Development height & density
- Phasing & Delivery
- Infrastructure
- SRF Document
- Area Context

The next section of the report summarises the comments received to the consultation.

General Responses

3.2 A range of comments were received which were generally supportive of the SRF. These comments included:

- The aspiration to encourage investment in the regeneration of the area is needed and welcomed.
- The overall aims and objectives of the draft SRF are supported.
- The SRF, which identifies the area as a prime opportunity for regeneration with huge place making potential.

Flood Risk & Water Management

3.3 Comments were received specifically relating to flood risk within the SRF area and water management. These comments included:

- The area has experienced serious recent and historical flooding from the River Irwell. The SRF currently does not reference the issue of flooding, and should set out a mitigation strategy for this.
- Through the provision of flood defences, developers within the SRF area would incur significant expenses. It is a concern that to offset this, delivering social and affordable housing and affordable commercial space for 'start up' businesses may be unlikely.
- The Planning Policy and Regeneration Context within the SRF area fails to relate back to the updated National Planning Policy Framework, National Planning Policy Guidance and local planning policy in the adopted Core Strategy, and the draft Greater Manchester Spatial Framework. The aforementioned policies highlight requirements to increase flood resilience and manage surface water run-off.

- The document fails to highlight opportunities for new development to include sustainable drainage systems and reduce surface water runoff. Development adjacent to the River Irwell provides an opportunity to reduce surface water discharge and also redirect this to the river, removing existing surface water connections from the public sewer and discharging this to more sustainable forms. Landscaping design can make a significant contribution to sustainable surface water management. Development within areas identified as a flood zone requires careful consideration on design development and incorporation of sustainable drainage.
- The SRF should note that surface water discharge rights need to be acquired as part of the land transaction process.
- United Utilities have significant water and wastewater infrastructure passing through the SRF area. Within their response to the consultation, it was suggested that:
 - Landowners seeking to develop their land should engage with United Utilities at the earliest point to establish drainage strategies at a pre-planning application stage.
 - The SRF should highlight the importance of the management of surface water and sustainable drainage systems.
 - The SRF should set out the need to follow the hierarchy of drainage options for surface water.

Development Uses & Mix

- 3.4 Several comments were received in response to the consultation relating to the proposed development mix and uses. These comments included:
- Residential development should incorporate a mixture of types including high end, affordable and social housing.
 - 'Buy to Let' schemes should be avoided and properties made available only to those who are committed to living in the area.
 - In addition to residential provision, the area requires amenities including; shops, recreation, health provision and, if appropriate, schools.
 - One respondent supported the principle of creating a maximum of 50% residential within the SRF area, adding that this would help to create neighbourhoods with a strong sense of place and community. Conversely, another landowner responded that the SRF requires greater flexibility from the proposed 50/50 mix between residential and commercial development. Also, that this quantum of development does not account for market changes or a shortfall in residential accommodation. Therefore, the delivery of housing over and above the suggested 50% target should be reflected within the SRF.

- Support for the principle of commercial and residential use within the Park Place Character Area, in addition to the opportunities to enhance public realm and connections.
- An error in the wording of paragraph (7.49) was noted and it was requested that this be amended to ensure appropriate clarity.
- One respondent felt that there was an inconsistency in the approach to the mix of uses in the SRF with in some areas commercial units at ground floor level and others delivering residential front doors.
- Two landowners noted the guidance that no singular development schemes will be permitted unless they are clearly identified within a multi-phase scheme. One respondent stated a desire to work collaboratively with neighbouring landowners. A second landowner commented that restricting singular residential development schemes unless they form part of a multiphase scheme is not supported. Given the nature of the area there are sites which do not lend themselves to mixed use development.
- One response supported the retention of Downtex Mill, noting that it would be beneficial to understand the associated caveats made alongside this statement of what constitutes viable retention.
- However, another suggested that the retention of Downtex Mill is impractical and conflicted with the aims of the SRF. In its current form and use, retaining the building would prohibit the creation of an attractive river frontage environment, and would impact on proposed neighbouring residential development. It was felt more appropriate to explore the retention of the existing facade of the building alongside a mixed use, high quality contemporary new development.

Development Height & Density

3.5 The comments on development heights and density fell into two main areas: a general view from landowners that the SRF could support an increase in the density and heights of development to a level commensurate with taller elements in the city centre and its periphery. Conversely, one respondent commented that the massing of new buildings must be considered within the context of surrounding land and existing buildings to ensure that they are appropriate and avoid any overbearing development. Specific comments included the following:

- The indicative building heights within Appendix B should include an element of flexibility, if detailed design analysis determines that an increase in height would enhance the wider SRF area.
- The indicative heights within the SRF should be commensurate with those set out within the former Boddingtons SRF (between 9 and 26 storeys). Specific reference was made to residential schemes, which it was felt would benefit from increased height.

- Other specific sites within the SRF that were cited as having the potential to support higher density development included; the Park Place Character Area and the Downtex Mill site.
- The existing collection of tall buildings to the south casts shadows over the framework area. This should be taken into consideration when considering further tall buildings.
- The Cheetham Hill Gateway occupies a prominent location, and presents an opportunity for landmark development.
- Relating specifically to a site, bound by Park Street, Dutton Street and Shaw Street, the identification of a taller residential element to the south of the site is supported. The ability to deliver large scale retail / leisure proposals was questioned and this will need to be the subject of market testing at the time. It was also suggested that the plan is amended to reflect a mix of retail / leisure and residential use.

Public Realm

3.6 Three comments were received relating to public realm. These included:

- A request for clarity on who will be responsible for the provision and future maintenance of the public realm within the SRF area.
- Within the Southall Street Character Area, there is proposed public space set out within a plot bounded by Julia Street and Francis Street. The form of this space or the rationale for its identification in this location is unclear. Further clarification within the SRF would be helpful.
- The Downtex Mill site is described as forming part of an area with an underutilised relationship to the River Irwell. The SRF presents a key opportunity for promoting an active riverside frontage, however retaining the current building would be counter-intuitive to this aspiration. The SRF should promote the re-development of this site to realise this vision.

Phasing & Delivery

3.7 A number of comments were received relating to phasing and delivery. These included:

- Two landowners noted the guidance that no singular development schemes will be permitted unless they are clearly identified within a multi-phase scheme is noted. One respondent stated a desire to work collaboratively with neighbouring landowners. A second landowner commented that restricting singular residential development schemes unless they form part of a multiphase scheme is not supported. Given the nature of the area there are sites which do not lend themselves to mixed use development.

- Commercial development could be impacted by market conditions and remain unoccupied which has the potential to damage the place making of the area.
- The recognition given the importance of a phasing and delivery strategy is supported. It would be preferable if landowner collaboration formed part of a legally binding framework that include an area-wide strategy for infrastructure and specifically water drainage management.
- The Council's openness to using compulsory purchase powers if required and appropriate to aid regeneration is welcomed.
- One respondent commented that the delivery of the first phase of development will be beneficial to existing businesses within the SRF area. A separate response stated that the SRF should note that development outside of the identified first phase would not preclude early development coming forward within the St Mary's and Southall Street Character Areas.
- It is agreed that developing the area along the river should be prioritised, as this will act as a catalyst for the wider regeneration of the area.
- One respondent requested that the Downtex Mill site is included in the initial phase of development as a result of the site's availability, deliverability and its proximity to the River Irwell. A second respondent asked that the SRF note the feasibility of development of the Downtex Mill site running concurrently with the identified first phase of development.

Infrastructure

3.8 The following comments were received in relation to infrastructure within the framework area. These comments included:

- The businesses within the SRF area currently experience problems with commuter parking. In isolation, the inclusion of a Multi Storey Car Park will not solve this issue as people may not be willing to use paid provision when there is on street parking available. The framework requires a strategy for vehicle parking which should include resident parking requirements.
- The proposed street layout would further conceal the area and encourage anti-social behaviour. Streets running from East to West would be more appropriate and provide all areas with access to the river frontage.
- Manchester Arena has historically created a perimeter blockade from the city centre. There is now the opportunity to create a pedestrian boulevard from the North West corner straight through to the Arena on the South West corner.
- It is noted that residential uses have been focused to the south of the SRF area to minimise the distances to public transport.
- The plan within the SRF is not constant with planning consent secured for the former Boddingtons Brewery site, which does not incorporate the potential link

through as shown to the south of land bounded by Shaw Street, Part Street and Dutton Street. It is suggested that this route is removed to enable further residential development.

- The area is highly accessible and benefits from excellent public transport connectivity being within walking distance of Metrolink, Rail and Bus services at Victoria Station and Shudehill Interchange.
- Access to the city centre and key public transport links alongside pedestrian and cycle routes will play an important role in creating a sustainable neighbourhood without a reliance on car usage. These links will also extend to other regeneration initiatives including Greengate and the Lower Irk Valley.
- The delivery of cycle parking and facilities within residential and commercial developments will be important, and the inclusion of segregated cycle routes would be preferable.
- New residential development should consider car club membership with designated car club parking spaces.
- The area will continue to require vehicular access and servicing arrangements and will also play a role providing commuter parking. Access and servicing routes should be appropriately planned to mitigate any potential impact on residential development.
- The SRF should support the requirements for vehicle charging points.

SRF Document

3.9 One comment welcomed the framework's flexibility and the fact that it is not overly prescriptive.

Area Context

3.10 Two comments were received relating to issues of anti-social behaviour in the area. These were:

- One response suggested that there should be detail on the continuing multiagency work being undertaken in response to these issues.
- The level of anti-social behaviour within the SRF area has reduced over recent years, however there remains some issues.

4.0 Response to Consultation Comments

4.1 General

- The objectives and principles set out within the SRF received broad support from all respondents, with some of these responses providing specific

comments for further consideration. The response to these comments are set out below.

4.2 Flood Risk & Water Management

- It is acknowledged that the SRF area sits adjacent to the River Irwell which presents a flood risk. A revision to the framework is suggested at paragraph 4.10 to reference flood risk within the area and also reflect Manchester Core Strategy Policy. An amendment to paragraph 8.23 is also suggested to clearly indicate that developer contributions for flood defences may be sought.
- In response to comments received relating to water management, the following additional text on Flood Risk and Drainage is proposed within the 'Sustainability and Resilience' section of the Site Wide Principles chapter:
 - Paragraph 6.30: Flood Risk and Surface Water Drainage has been identified as a key issue which developments across the framework area will need to address in a sustainable manner. Future development must include a robust approach to its flood risk and drainage strategy. This should highlight how the proposals will not increase flood risk, and have an ambition of reducing the impact of increased surface water drainage on the sewer network. It is preferable that these strategies are devised in conjunction with United Utilities at an early stage.
 - Paragraph 6.31: For relevant sites landowners and developers should seek to acquire riparian rights (a system for allocating water among those who possess land along its path) to discharge direct to water at an early stage of any acquisition.
 - Paragraph 6.32: As part of a robust approach to drainage strategy the following points should be included for implementation as developments are brought forward, unless site specific constraints mean that this is not possible to create a deliverable scheme:
 - I. Incorporation of sustainable drainage systems – including above ground systems for storage and conveyance of surface water – into development proposals unless there is clear evidence that this would be inappropriate.
 - II. Direct drainage of surface water into the River Irwell, where appropriate.
 - III. Incorporating soft landscaping to reduce the amount of hard surfacing.
 - Paragraph 7.17: The design and landscaping of sites in the Riverside and Mary Street character areas adjacent to the River Irwell, can reduce surface water discharge. This should be considered during the design and delivery of landscaping proposals within the SRF area to reduce pressure on the sewerage system.
 - Paragraph 8.23: An amendment is also suggested to clearly indicate that developer contributions for flood defences may be sought.

- It is not the purpose of a strategic document to include details about legally binding frameworks with landowners. The SRF covers a significant area with multiple land owners and it is not practical to facilitate collaboration with all landowners with regards to foul and surface water drainage as development is likely to come forward over the course of many years. Developers bringing forward early phased developments will need to submit detail within their planning applications on their strategy towards Sustainable urban drainage systems (SuDs) so that it can be considered by the Council.

4.3 Development Uses & Mix

- The SRF area has historically been a place of work and this should remain an important element in its future. The Great Ducie Street area will play an important role in connecting the city centre with North Manchester and, as such, providing opportunities for employment and living within the area are essential. It is considered that a proportion of 50% residential development and 50% commercial uses is appropriate, and to ensure the SRF area remains a place for work and provides space for an expanded commercial offering.
- It is not possible to use a SRF to restrict a particular tenure within a framework area. However, Paragraph 6.20 of the framework is clear that a wide range of residential typologies will be promoted, and recommends that tenure will be assessed on a site by site basis. It is however, considered that this area represents an important opportunity to diversify Manchester's housing offer and widen choice around the expanding city centre. This will include housing for families, downsizing households, younger age cohorts working in and around the city centre, including within the SRF area itself.
- The SRF is clear in promoting a mixed residential offer, and that appropriate amenity facilities should be provided. As part of the housing offer, a mix of tenures, including affordable housing, is encouraged. Each development will be considered on its merits and within the context of the Council's planning policies.
- The SRF details a number of different character areas each of which have their own characteristics, and inform the different land uses envisaged. With specific regard to the Southall Street Character Area, it should be noted that the area is existing employment land. Subsequently, the predominant land use should remain for employment purposes, in support of the continued economic growth of the city and in line with the overall development principles of the SRF. Alternative land uses will only be considered in the context of existing Manchester City Council Core Strategy policies of loss of employment land.
- Downtex Mill currently plays a role as a creative centre within the framework area and provides townscape value, as such it is identified for retention. The SRF sets out that the retention of existing buildings across the framework area should only be considered if the opportunity to do so is viable. With this in mind, proposals to comprehensively redevelop the Downtex Mill site need to

be fully justified and discussed with the Local Planning Authority. This will, in part, include demonstrating that the retention of the existing building is not viable as the SRF strongly encourages retention. This approach is in line with Planning Policy EN1 Design Principles and Strategic Character Areas. Any future development plans should be discussed with the Council and take into account Paragraph 8.20 within the SRF which requires the relocation of existing businesses located on future development sites.

4.4 Development Height & Density

- Appendix B is an indicative heights plan which is not prescriptive. It should, however, be used by landowners as guidance as to the suitability of development. It has been formed to provide a balance between general low-scaled buildings found to the north of the SRF area and the taller buildings to the south. It also reflects the heights proposed within the endorsed former Boddington's Brewery SRF, which is appropriate for a strategic document.
- Discussions with the Council's planning team on what constitutes an acceptable height for individual development should be had at an early stage of the design process. In addition, it is expected that schemes will, as necessary, need to undertake appropriate microclimate studies (including wind and sunlight & daylight) to demonstrate any impact on their surroundings. This will need to be robustly undertaken to secure the support of the Council. A robust urban design justification for each scheme that is brought forward will be necessary to ensure that development fits in with its context.
- In response to specific comments on the site bounded by Park Street, Dutton Street and Shaw Street, it can be confirmed that the plan included on page 10 of the SRF, indicating leisure and retail uses is for the ground floor only.
- With regards to the Old Brewery Gardens site within the former Boddington's Brewery SRF area, it is noted that an east-west connection is still provided within the development. It is important to promote permeability and stronger connections throughout the framework area.

4.5 Public Realm

- The SRF identifies opportunities and the need for a number of green and public spaces within the area which form part of a linked network between existing and proposed green space within the wider area. This is illustrated by the Green Connections and Routes diagram included on Page 60. It is important to prescribe areas of green space throughout the SRF, to support future business and residential communities by making the area an attractive neighbourhood in which to live and work.
- The SRF highlights that developer contributions will be used for the delivery and management of public realm. This will be reinforced by landowner management strategies and agreements.

- A Green Connections and Routes diagram is included within the SRF that overlays the existing plan of green spaces, with ideas about proposed connections, routes, and future green spaces. The plot bounded by Julia Street and Francis Street within the Southall Street Character Area is illustrated as an 'existing green space' by virtue of it being undeveloped with shrubs and localised vegetation being present. However, it should be noted that this site is actually identified for commercial development within the SRF rather than seen as a future green/public space.

4.6 Phasing & Delivery

- An identified first phase of development is intended to act as a catalyst for further development within the area, and represents an opportunity to introduce improved linkages between the city centre and the framework area. However, this does not preclude developers and landowners from bringing forward proposals in other parts of the SRF area, following the endorsement of the SRF. These proposals should be in line with the guidance provided by the SRF. Paragraph 8.7 will be updated to add further clarity to this approach.
- In order to deliver transformational change within the area it is important for a comprehensive approach to development to be taken wherever possible. This will necessitate efficient parcelling of land under one ownership or collaboration between different landowners.

4.7 Infrastructure

- Comments relating to United Utilities water and waste water infrastructure and the management of surface water are addressed in section 4.2 of this report.
- Development within the SRF area will animate an area which is underutilised in its use. Delivery of the proposals set out within the SRF will see increased numbers of people living and working in the area, which will increase natural surveillance and deter anti-social behaviour.
- The SRF encourages better pedestrian crossing facilities which will be explored throughout the area. This seeks to improve pedestrian use and connections through the area, helping to connect North Manchester with the city centre.
- As development is brought forward, Council officers will review the options and feasibility for a parking strategy within the area. This will look at appropriate solutions to mitigate against commuter parking whilst allowing for servicing and residential parking, looking at arrangements in other parts of the city. Paragraph 8.23 will be amended to highlight that "parking management" is a specific issue to be addressed by developer contributions.
- High quality cycle parking and amenities will be required and sought as part of development and will be addressed through the consideration of future planning applications. An amendment to the draft SRF is suggested to reference this.

- An amendment to the SRF is suggested to reference that the feasibility of a car club scheme should be considered as residential development is brought forward.
- The emphasis of the SRF is very much on promoting sustainable forms of development, promoting sustainable travel behaviour as part of new development. Notwithstanding the above, a level of car parking demand will remain in a location that is constant with the Council's approach to parking within close proximity to the inner ring road. Any detailed planning applications will need to be supported by a comprehensive Transport Assessment which addresses the transportation implications of a development proposal.
- During the detailed design of any multi-storey car park the inclusion of charging points will form an important element of any facility developed.

4.8 Area Context

- An amendment is suggested within the draft framework at paragraph 1.4 to reference that there is evidence of anti-social behaviour and counterfeiting taking place within the area, adding that Greater Manchester Police and the Council are working in partnership to address these issues. It should be noted that the purpose of the SRF is to set out a positive future for the area, building a successful new community for people to live and work in.

5.0 Conclusions

- 5.1 The Great Ducie Street SRF area represents a major strategic opportunity capable of delivering extensive and comprehensive redevelopment, through the re-modelling and refurbishment of a city centre gateway site. The SRF directs development to ensure that investment complements adjacent city centre regeneration initiatives.
- 5.2 The draft SRF will add significant value by providing innovative and flexible commercial accommodation that is suitable for start-up and embryonic businesses. It is envisaged this will support the development of key growth sectors, including Digital, Creative and Tech industries. This will complement the existing business base within the area and provide an enhanced environment to operate within.
- 5.3 The residential development detailed within the framework will provide high quality homes across a range of types. These new homes will make a significant contribution to citywide residential growth requirements, and provide residential accommodation in a highly accessible location, and in close proximity to the job opportunities within the city centre.
- 5.4 The draft framework is based on an identified need to address issues of underutilisation, as well as providing a strategy to ensure that the area can play its full part in the economic growth, attractiveness and quality of life in the

city. This includes enhancing connections throughout the area and into the heart of the city centre.

5.5 Following the consultation, the resulting revisions to the SRF are proposed:

- An addition to the text at paragraph 4.10 to reference flood risk within the area and reflect Manchester Core Strategy Policy.
- An amendment to paragraph 8.23 to clearly indicate that developer contributions for flood defences may be sought.
- Additional text relating to Flood Risk and Drainage within the 'Sustainability and Resilience' section of the Site Wide Principles chapter. Full detail on the proposed additions is set out within section 4.2 of this report.
- An amendment to paragraph 8.23 to highlight that parking management is a specific issue to be addressed by developer contributions.
- An amendment of paragraph 1.4 to reference anti-social behaviour and counterfeiting taking place within the area, and the multi-agency partnership approach in place to address these issues.
- The addition of text referencing that the feasibility of a car club scheme should be considered as part of residential development.
- An amendment to the draft SRF is suggested referencing that high quality cycle parking and amenities will be required and sought as part of commercial and residential developments, and that this will be addressed through the consideration of future planning applications.

5.6 Recommendations appear at the front of the report.

6.0 Key Polices and Considerations

(a) Equal Opportunities

6.1 Not applicable

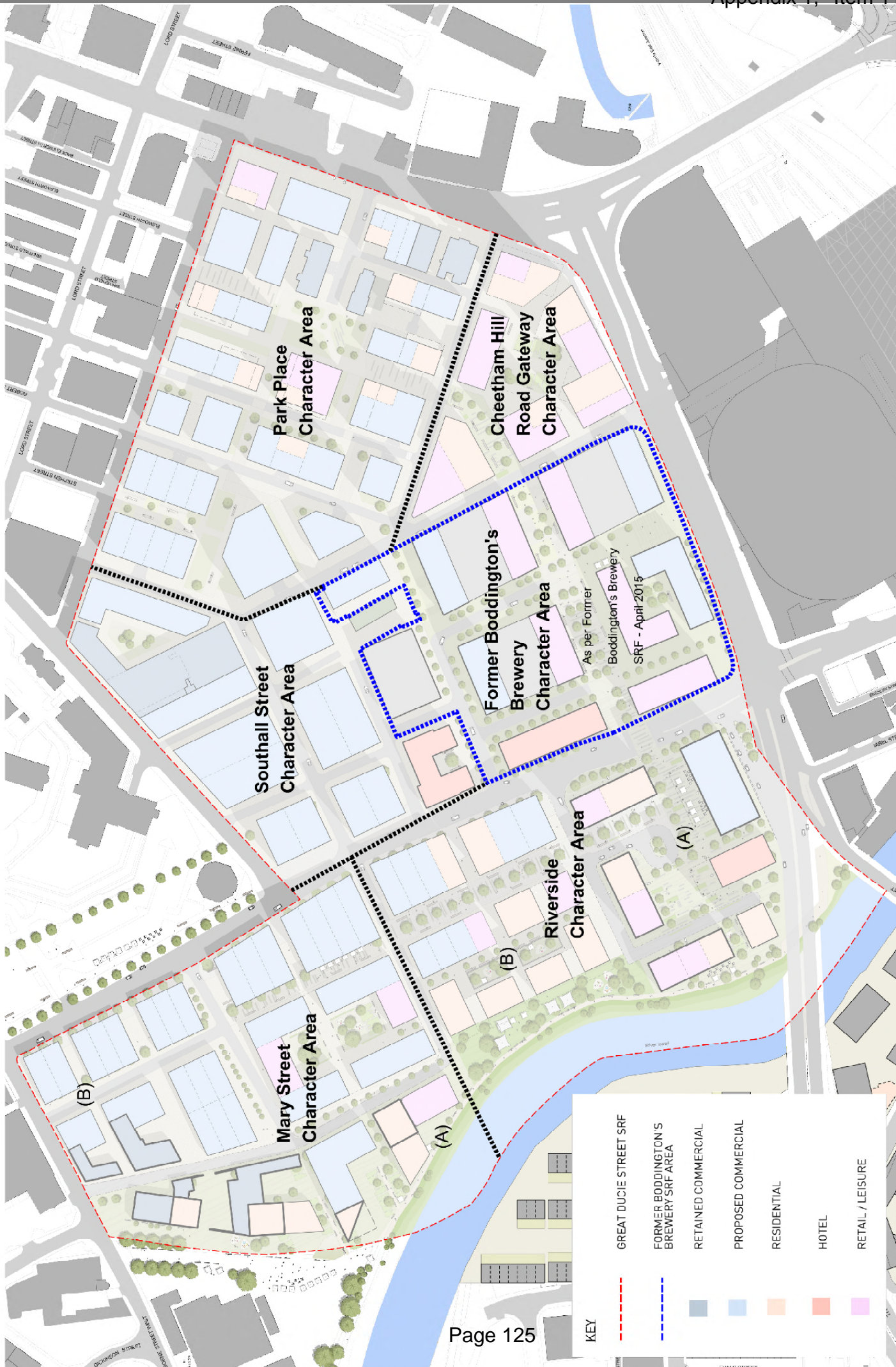
(b) Risk Management

6.2 Issues relating to flood risks will be managed through the planning application process.

(c) Legal Considerations

6.3 If approved by the Executive, the Strategic Regeneration Framework will not form part of the Council's Development Plan but would be a material consideration when development control decisions are made.

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KEY

- GREAT DUCIE STREET SRF
- FORMER BODDINGTON'S BREWERY SRF AREA
- RETAINED COMMERCIAL
- PROPOSED COMMERCIAL
- RESIDENTIAL
- HOTEL
- RETAIL / LEISURE

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Project: **PROPOSED MASTER PLAN - CHARACTER AREAS GROUND FLOOR**

Client: **GREAT DUCIE STREET FRAMEWORK, MANCHESTER**

Scale: **10:101**

Date: **02/07/2014**

Drawing No: **10101-A-SRF-P-008**

Revision: **001**

FOR INFORMATION

Date: **14/07/2014**

By: **[Signature]**

Check: **[Signature]**

Scale: **1:1**

North Arrow

NOTE

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**Manchester City Council
Report for Resolution**

Report To: Executive – 14 November 2018

Subject: Funding towards City Centre Free Bus (Metroshuttle) Costs

Report of: City Treasurer and the City Solicitor

Summary.

Metroshuttle is the free- to-user city centre bus network. Since its introduction in September 2002 it has been a popular addition to the city centre’s transport network and has been copied both within Greater Manchester and by other cities. In the last year it carried 1.33 million passengers.

The previous contract has operated for eight years and, due to its popularity, has been extended a number of times during that period. Transport for Greater Manchester have now undertaken a procurement exercise for the contract’s renewal.

This report details the contract renewal process and seeks approval for the City Council continued annual financial contribution to Transport for Greater Manchester towards the total costs of the City Centre Free Bus service.

Recommendations

The Executive is recommended to:

1. Delegate authority to the City Treasurer and City Solicitor, in consultation with the Executive Member for the Finance and Human Resources, to finalise and agree the detailed terms of the funding agreement with Transport for Greater Manchester (TFGM).
 2. Authorise the City Solicitor to enter into, and agree and complete on behalf of the Council all the necessary legal documentation giving effect to the above.
-

Wards Affected: Deansgate and Piccadilly

Manchester Strategy Outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The service contributes to the economic success of the city by providing an attractive and easy to use network of free bus services for residents, workers and visitors to the city centre. By connecting the main stations with key business, retail and entertainment facilities the service helps to support the city’s economy.

A highly skilled city: world class and home grown talent sustaining the city's economic success	Accessibility to the transport network is key to local residents being able to connect to education, training and jobs and the service assists with the achievement of these objectives.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	An affordable and accessible transport system helps to provide access to a wide range of employment and other opportunities. By providing good and effective connections across the city centre Metroshuttle assists with the achievement of this objective.
A liveable and low carbon city: a destination of choice to live, visit and work	Metroshuttle services in the city centre support residents in the central wards and others who travel to the city centre who choose not to own a car or, if they do, to use it less. The Metroshuttle fleet uses energy efficient vehicles.
A connected city: world class infrastructure and connectivity to drive growth	Metroshuttle services are free to use, linking city centre stations with other key destinations of the growing city centre. Being free to use they help to increase connectivity within the city centre and benefit the local economy.

Environmental and Climate Change Impacts

The service will use electric vehicles provided by TfGM (3 electric and 7 low carbon diesel electric hybrid buses). The service provides connections between the city's main rail terminals and other city centre destinations and adds to the overall attractiveness of the public transport system in the city.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The current funding contribution towards the annual costs of the Metroshuttle is £877k, following the conclusion of the procurement exercise, and the enhancement to the service through introducing an evening service and widening the service to include Salford, the proportion of costs that Manchester will be required to pay is £882k per annum.

Due to the proposed changes to the service there have been some initial one off costs in respect of changes to the Route infrastructure and marketing costs. The initial costs total c£91k, and Manchester will be asked to contribute an additional

£21k as a one off contribution towards TFGM set up costs in the current financial year.

The costs of the Metroshuttle are funded by draw down of funds from the Bus Lane reserve.

Financial Consequences – Capital

There are no capital consequences as a result of the proposals in this report.

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1 Introduction

- 1.1 Metroshuttle, the free-to-use city centre bus network, has been one of Manchester's transport success stories since its introduction in September 2002 when it replaced the previous Centreline operation. It has since been copied both across Greater Manchester and in other cities. The routes connect the city's main rail stations to the main commercial areas in the heart of the city centre and also provide connections to some of the city's key visitor attractions, and retail destinations. Passenger numbers have grown significantly since Metroshuttle's commencement, to 1.33 million journeys last year. Patronage declined during the period of significant city centre disruption associated with the completion of the second city Metrolink crossing and Cross City bus schemes. The more extensive city centre Metrolink network has also had impact. However the service remains very popular with those that use it and now that the major work is complete there is the opportunity to re - launch the service and plan on a more stable basis.
- 1.2 The service is an important component in encouraging people to use public transport rather than cars, bringing them closer to their intended destination. It also contributes to a reduction in carbon emissions and uses a combination of fully electric and diesel - electric hybrid vehicles that meet the strictest current emission standards. These buses were procured by TfGM with the assistance of Department for Transport (DfT) green bus funding.
- 1.3 For many visitors Metroshuttle services provide a first point of contact with the city, requirements are included in the contract that places greater emphasis on service quality and provision than is usually the case. These additional measures include:
- Ensuring only drivers with the right skills and attitude are selected and are provided with appropriate service training;
 - Improved levels of supervision and more robust measures to remedy any issues that may arise, particularly during times of peak demand; and
 - Introduction of targets and standards for customer satisfaction.
 - Extending operating hours

2.0 Current Position

- 2.1 TfGM's contract for provision of the existing Metroshuttle expired in October 2018 and following a full OJEU (open procedure) procurement exercise they are looking to award a new contract to continue provision of the service. Metroshuttle is delivered through a partnership between the Council and Transport for Greater Manchester. The proposed annual cost of operating the enhanced service is £1.815m, of which the Council's contribution is £0.882m per annum. This is funded from the ring fenced bus lane surplus.

3.0 New Contract Terms

- 3.1 TfGM intends to relaunch the service to take account of revised routes that will complement the operation of Metrolink across the city centre, but still maintaining connections to major destinations in the city centre.
- 3.2 Under the terms of the proposed renewed contract the service will now operate two routes, rather than three that are currently in operation.
- 3.3 The two routes, both commencing from Piccadilly Station and reaching the most popular trip attractors, whilst maintaining a 10 minute frequency are as detailed below:
- 3.4 Service 1: Largely maintains the current Service 3 route, operating through the centre of the city's shopping district through to Spinningfields, Peter Street and Manchester Central and an amended route, returning from Spinningfields to Piccadilly Station.
- 3.5 Service 2: Combines the routes of the current Services 1 and 2 and operating in a clockwise direction via Victoria Station, removing duplication on the service itself and the Metrolink network, operating via Whitworth Street to retain links to Oxford Road and Deansgate Rail Stations.
- 3.6 Service 2 will also extend to Salford Central Station during peak hours, with a 50% funding contribution for this element of cost from Salford City Council.
- 3.7 The operational hours of both routes are extended to offer a later evening service on Monday to Saturday, with the last departure times being extended from approximately 19:00 to approximately 22:00.

A plan showing the new routes is attached at Figure 1

4 Vehicles and re-branding

- 4.1 The revised two-route service will reduce the peak vehicle requirement from 17 (plus 3 spares) to 10 (plus 3 spares). The remaining 7 vehicles will be cascaded onto the general network to operate on tendered services, which will deliver savings over time. All vehicles will be subject to refurbishment, for use on the city centre service or for wider redeployment.
- 4.2 A new service branding is planned to be introduced as part of this refurbishment work, in readiness for the contract renewal, in order to relaunch the service. To simplify the concept, in particular, for visitors to the city, it is proposed that the service be renamed 'Free bus: around the city'. At the same time, to enhance the local nature of the services and to inject some individualism and personality, each of the 13 buses will display a fact or quote about Manchester on the side windows.
- 4.3 The vehicles will be non-route specific in order to improve resilience and allow use of the fleet interchangeably across both services. The proposed new livery is designed to be a break from the current Metroshuttle fleet and an attractive addition to the city centre streets. Consideration has been made for cost-

effective practicality as well as being suitable for advertisers (i.e. not too distracting). Work is on-going to sell advertising space and explore the possibility for rear wraps on a number of the vehicles on the run-up to Christmas.

- 4.4 The re-launch of the service also requires an update to the route infrastructure across the city centre.

5.0 Conclusion

- 5.1 The service brings many positive benefits to the city, and its popularity is demonstrated in the continued usage of the service. It plays a significant role in helping visitors navigate the city centre, and encouraging commuters to leave their cars at home, by providing almost end to end public transport connections.

6.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 6.1 The service contributes to the economic success of the city by providing an attractive and easy to use network of free bus services for residents, workers and visitors to the city centre. By connecting the main stations with key business, retail and entertainment facilities the service helps to support the city's economy.

(b) A highly skilled city

- 6.2 Accessibility to the transport network is key to local residents being able to connect to education, training and jobs and Metroshuttle assists with the achievement of these objectives.

(c) A progressive and equitable city

- 6.3 An affordable and accessible transport system helps to provide access to a wide range of employment and other opportunities. By providing good and effective connections across the city centre assists with the achievement of this objective.

(d) A liveable and low carbon city

- 6.4 The services in the city centre support residents in the central wards and others who travel to the city centre who choose not to own a car or, if they do, to use it less. The Metroshuttle fleet uses a combination of electric and electric/diesel hybrid vehicles.

(e) A connected city

- 6.5 The service will help improve connectivity across the City Centre. The services provide free services linking city centre stations with other parts of the growing

city centre. Being free to use they help to increase connectivity within the city centre and benefit the local economy.

7.0 Key Policies and Considerations

(a) Equal Opportunities

- 7.1 The fleet uses accessible vehicles and drivers are trained to ensure that the service is operated in a way that takes account of the needs of people with disabilities.

(b) Risk Management

- 7.2 Project risks and appropriate mitigations are addressed within the body of this report.

(c) Legal Considerations

- 7.3 The City Council and TfGM have previously entered into a funding agreement providing for the City Council's grant funding contribution and a renewal of this funding agreement on similar terms has been proposed and is currently being considered and finalised. The funding agreement will allow for termination on giving relevant notice.

