



Executive

Date: Wednesday, 11 March 2020

Time: 10.00 am

Venue: Council Antechamber, Level 2, Town Hall Extension

This is a **revised and supplementary agenda** containing additional information about the business of the meeting that was not available when the agenda was published and an additional item of business (agenda item 11a) that was not listed on the main agenda.

Access to the Council Antechamber

Public access to the Antechamber is via the Council Chamber 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.

Revised Supplementary Agenda

- | | | |
|-------------|---|--------------------------------------|
| 3. | Minutes
To approve as a correct record the minutes of the meeting held on 12 February 2020. | 5 - 44 |
| 8. | Wythenshawe Hospital Draft Strategic Regeneration Framework
The report of the Strategic Director (Growth and Neighbourhoods) is now attached. | Baguley
45 - 140 |
| 9. | Manchester Fort Draft Strategic Regeneration Framework
The report of the Strategic Director (Growth and Neighbourhoods) is now attached. | Cheetham
141 - 190 |
| 11a. | Revenue Budget Update 2020/21
The additional report of the Deputy Chief Executive and City Treasurer is now attached. | All Wards
191 - 196 |
| 13. | Establishment of new trading company as a vehicle for claiming exhibition tax relief at Manchester Art Gallery
The report of the Deputy Chief Executive and City Treasurer, Chief Executive and City Solicitor is now attached. | All Wards
197 - 202 |

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
Level 3, Town Hall Extension,
Albert Square,
Manchester, M60 2LA

Further Information

For help, advice and information about this meeting please contact the Committee Officer:
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This supplementary agenda was issued on **Monday 9 March 2020** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Lloyd Street Elevation), Manchester M60 2LA

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Executive

Minutes of the meeting held on Wednesday, 12 February 2020

Present: Councillor Leese (Chair)

Councillors: Akbar, Bridges, Craig, N Murphy, Ollerhead, Rahman, Stogia and Richards

Also present as Members of the Standing Consultative Panel:

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

Apologies: Councillor S Murphy and Leech

Also present: Councillors Flanagan, Johns and Stanton

Exe/20/9 Minutes

Decision

To confirm the minutes of the meeting on 15 January 2020 as a correct record.

Exe/20/10 Revenue Budget Monitoring 2019/20

A report was submitted to provide a summary of the position of the 2019/20 revenue budget as at the end of December 2019. The report gave details of the projected variances to budgets and the state of the Council's contingency funds. Projecting forward from the position at the end of December 2019 it was forecast that by the year-end in March 2020 the revenue budget would be overspent by £2.790m, an improved position on the £4.169m overspend that had been predicted at the meeting in December 2019 (Minute Exe/19/106). The report explained that the overspend was still mainly arising from service pressures on the adult social care budgets and Children's Services.

It was explained at the meeting that the budget position being reported in this report had been the basis for the formulation of the 2020/21 budget proposal set out in the other agenda items being considered at the meeting.

Budgets to be Allocated

When setting the 2019/20 budget the Council has agreed to hold some funds for contingencies, and other money that was to be allocated throughout the year. The report proposed the use of some of these budgets to be allocated. These were agreed:

- £499k to Children's Services for supported accommodation for young people leaving care, allowing for price increases for up to 99 placements.

- £805k for waste management to enable the Council to meet the contractual inflationary cost increase of the new Waste Collection and Street Cleaning Contract delivered by 'Biffa Municipal Limited'.

Use of Reserves in 2019/20

The report also addressed the use of the Council's reserves. A new draw-down from reserves had been requested. This was approved.

- All £443K of the New Smithfield Market reserve to help maintain a safe environment due to the deterioration of the buildings, with a phased approach to make the site safe.

Use of an Additional Grant

The report also explained that notification had been received in relation to a specific external grant, the use of which had not confirmed as part of the 2019/20 budget setting process. Approval was given to the use of these funds.

- £48K from a successful Innovate UK bid to support the Urbix Demand Analysis tool, for a fixed-term senior research role to work with external partner (Urbix) on this project.

Decisions

1. To note the report.
2. To approve the use of budgets to be allocated as set out above.
3. To approve the use of reserves as set out above.
4. To approve the use of an additional grant as set out above.

Exe/20/11 Capital Programme Monitoring 2019/20

The Deputy Chief Executive and City Treasurer's report informed us of the revised capital budget 2019/20 to 2024/25 taking account of agreed and proposed additions to the programme, profiling changes, and the latest estimates of forecast spend and resources for the 2019/20 capital programme. The report explained the major variations to forecast spend, and any impact that variations had on the five-year Capital Programme.

The forecast of expenditure for 2019/20 for the Manchester City Council capital programme was £248.9m, compared to a proposed revised budget of £248.0m. Spend up to the end of December 2019 was £130.1m. The forecast for the capital programme on behalf of Greater Manchester was £70.0m. The Greater Manchester spend to the end of December had been £49.5m.

Appended to the report was a schedule of projects within the overall capital programme where the allocations needed to be revised and funding allocations vired between projects. The appendix showed the virement needed for each scheme and

each project. We agreed to recommend to the Council the proposed virements greater than £500,000, as set out in Appendix A to these minutes. The virements of less than £500,000 we approved.

Decisions

1. To recommend that the Council approve the virements over £0.5m between capital schemes to maximise use of funding resources available to the City Council set out in Appendix A of these minutes.
2. To approve virements under £0.5m within the capital programme as outlined in Appendix A of these minutes.
3. To note that approvals of movements and transfers to the Manchester City Council capital programme, will reflect a revised total budget of £248.0m and a latest full year forecast of £248.9m. Expenditure to the end of December 2019 is £130.1m.
4. To note that approvals of movements and transfers to Capital Programme on behalf of Greater Manchester, will reflect a revised total budget of £70.0m and a latest full year forecast of £70.0m. Expenditure to the end of December 2019 is £49.5m.
5. To note the budgets approved in February 2020 by Deputy Chief Executive and City Treasurer under delegated powers, as set out in Appendix B of these minutes.

Exe/20/12 Budget Overview - The Council's Financial Strategy

A 2020/21 budget overview had been considered in January (Minute Exe/20/7). A report was presented to this meeting by the Chief Executive and the Deputy Chief Executive and City Treasurer to show how the various components of the proposed 2020/21 budget (including the Medium Term Financial Plan, the Capital Strategy, the Housing Revenue Account) would jointly continue to reflect the priorities identified in the three-year budget strategy 2017-20, and in the Council's Corporate Plan that had been updated to include action required to address the climate emergency declared by the Council. This report explained the progress with implementing the strategy. It also provided a summary of the financial position and the required assessment of the robustness of the proposed budget.

The summary of the proposed budget was:

	2019/20 Original £000	2019/20 Revised £000	2020/21 Proposed £000
Resources Available			
Business Rates Related Funding	314,653	314,653	339,547
Council Tax	166,507	166,507	174,465
Other non-ring fenced Grants	54,426	65,752	66,717

Dividends and Use of Airport Reserve	62,390	62,390	62,890
Use of other Reserves	12,859	12,859	21,481
Total Resources Available	610,835	622,161	665,100
Resources Required			
Corporate Costs			
Levies / Statutory Charge	69,990	69,990	71,327
Contingency	1,600	850	860
Capital Financing	44,507	44,507	44,507
Transfer to Reserves	7,067	18,393	18,338
Subtotal Corporate Costs	123,164	133,740	135,032
Directorate Costs			
Additional Allowances and other pension costs	10,030	10,030	9,580
Insurance Costs	2,004	2,004	2,004
Inflationary Pressures and budgets to be allocated	9,945	1,764	10,271
Directorate Budgets	465,692	474,623	508,213
Subtotal Directorate Costs	487,671	488,421	530,068
Total Resources Required	610,835	622,161	665,100
Shortfall / (surplus)	0	0	0

The proposals continued to show the ways that the Council was seeking to mitigate the funding gaps that had arisen over the previous years. The Council was continuing to invest more money into adult social care and children's services, both areas that continued to show the most significant budget pressures as demonstrated by the report on the 2019/20 budget (Minute Exe/20/10 above).

The report examined the future funding uncertainties facing the Council. The City Treasurer had examined the major assumptions used within the budget calculations and had carried out sensitivity analysis to ascertain the levels of potential risk in the assumptions being used. The key risks identified to the delivery of a balanced budget, and their mitigation, were identified in the report as being:

Risk	Mitigation
Non Delivery of Savings	A detailed review of social care related savings which were not delivered in 2019/20 and the impact for 2020/21 has been carried out with revised proposals contained within the budget. As outlined above robust monitoring arrangements are in place to enable early corrective action to be taken. Such action in 2019/20 has successfully reduced the overspend position.
Increasing demand for social care, impact welfare reforms and rising homelessness is higher than budget assumptions	Additional government funding of c£13m in 2020/21 for Social Care and Council resources have been used to provide more funding in these areas based on a reassessment of demand. Funding received in 2019/20 has been smoothed over three years with a reserve to cover future demand.
Volatility of resource base including business rates	As the Council becomes more reliant on locally raised resources and commercial income it is more susceptible to any downturn in the economy. To

	mitigate the risk the majority of the airport dividend is used a year in arrears and a business rates reserve has been established. The position on all these income streams is closely reviewed each month and reported to the Senior Management Team and Executive Members.
Delivery of a balanced budget beyond 2020/21	Longer term scenario planning has started to address the uncertainty beyond 2020/21. In addition, the 2019/20 budget established specific reserves to fund social care over a three-year period, to avoid cliff edges and provide time to plan dependant on the outcome of the national funding changes and BREXIT impact. It is expected that changes to the financial settlement will be supported through transition funding to avoid significant annual reductions.
Impact of Brexit	<p>The potential effects of Brexit on the Council are currently un-quantified but could impact on revenue budgets, capital projects, treasury management and the pension scheme.</p> <p>As the risks associated with BREXIT are so difficult to quantify the approach, in line with a number of local authorities is to build up the level of the business rates reserve and protect the level of the General Fund reserve to help mitigate any adverse impact. More detailed planning and risk assessments for the different scenarios are being carried out within GM and Manchester.</p>
Overspend on significant capital projects	<p>The Capital Strategy has been developed to ensure that the Council can take capital expenditure and investment decisions in line with Council priorities and properly take account of stewardship, value for money, prudence, risk, sustainability and affordability.</p> <p>There are strong governance arrangements underpinning the decision making process, all capital investment decisions have a robust business plan that set out any expected financial return alongside risk and deliverability implications.</p> <p>The capital programme is monitored monthly, with quarterly reports to Executive. There are specific programme and risk management arrangements in place to assess individual projects and to oversee their completion. The Strategic Capital Board receives monthly updates from each directorate board on each board's part of the capital programme, detailing financial forecasts, risks, and expected outcomes. By reviewing projects regularly, such monitoring can be used to support future actions, including the estimation of future costs and mitigations as necessary.</p>

It was the opinion of the City Treasurer that any significant budget risks to the General Fund and the Housing Revenue Account had been identified and that suitable proposals were being put in place to mitigate against those risks where possible. The Council's Budget Monitoring procedures would continue to monitor high level risks and volatile budgets. An assessment of anticipated business rates income had been carried out and provision had been made for outstanding appeals. There was considered to be a prudent provision.

The City Treasurer also considered that the assumptions on which the budget had been proposed, whilst challenging, were manageable within the flexibility allowed by the General Fund balance. That balance, and other reserves that the Council holds could be called on if necessary. The City Treasurer was therefore confident that overall the budget position of the Council could be sustained within the overall level of resources available. However, there would be a need for further savings to be identified if the planned budget savings were not achieved in a timely manner, and reserves were called on to achieve a balanced position.

The General Fund balance was held to meet costs arising from any unplanned event. It also acted as a financial buffer to help mitigate against financial risks and could be used to smooth-out expenditure across years. It was estimated that the balance on 1 April 2020 would be £21.4m. That was considered to be prudent given the level of volatility in Council funding as business rates and general uncertainty over the future levels of funding available. The expected level of the General Reserve was therefore considered to be the minimum level required to be held to protect the Council from the financial risks inherent within the proposed budget strategy.

Decision

To note the report.

Exe/20/13 Medium Term Financial Plan

The report of the Chief Executive and City Treasurer set out the revenue budget proposals for 2020/21 based on the outcome of the Provisional Local Government Finance Settlement and the issues which needed to be taken into account prior to the Council finalising the budget and setting the Council Tax for 2020/21.

In March 2019, as part of setting the 2019/20 budget, it had been anticipated that there would be a government spending review in 2019/20 and that the local government finance would then return to a three-year budget cycle starting in 2020/21. That had not happened, and the announcements for 2020/21 funding levels had again been for one year only, therefore the proposed budget was for 2020/21 only. The report outlined the key changes in funding that had been part of the government's funding announcements. New budget pressures had arisen, revised savings and cost recovery proposals had been developed, and further sources of money had been identified or grants provided. The total saving and efficiencies target being proposed for 2020/21 was £7.5m. The 2020/21 budget now being put forward

had a total funding requirement of £665.1m, compared to the original 2019/20 budget requirement of £610.835m. The comparison of the two proposals being:

Table 1 - Comparison of Budgets	2019/20 Original £0000	2019/20 Revised £000	2020/21 Proposed £000
Resources Available:			
Business Rates Related Funding	314,653	314,653	339,547
Council Tax	166,507	166,507	174,465
Other non ring fenced Grants	54,426	65,752	66,717
Dividends and Use of Airport Reserve	62,390	62,390	62,890
Use of Other Reserves	12,859	12,859	21,481
Total Resources Available	610,835	622,161	665,100
Resources Required:			
Corporate Costs:			
Levies and Statutory Charge	69,990	69,990	71,327
Contingency	1,600	850	860
Capital Financing	44,507	44,507	44,507
Transfer to Reserves	7,067	18,393	18,338
Sub-Total Corporate Costs	123,164	133,740	135,032
Directorate Costs:			
Additional Allowances and other pension costs	10,030	10,030	9,580
Insurance Costs	2,004	2,004	2,004
Inflationary Pressures and budgets to be allocated	9,945	1,764	10,271
Directorate Budgets	465,692	474,623	508,213
Sub - Total Directorate Costs	487,671	488,421	530,068
Total Resources Required	610,835	622,161	665,100
Shortfall / (surplus)	0	0	0

This budget was based on the assumption that the Council's element of Council Tax would increase by 1.99% along with a further 2% specifically for adult social care. When the Greater Manchester Council Tax precept increases were added to the Council's own the total increase for Manchester's Council Tax Payers was anticipated as being 4.78%.

The assumption for the council tax collection rate was 96.5%. This was based on historic trends in collection as council tax due in the current year will continue to be collected over a number of years.

The report explained that the Government issued a written ministerial statement detailing new business rates reliefs for 2020/21. That had increased retail relief from 33% to 50% and included an extension of the relief to music venues and cinemas, as well as the continuation of pub and local newspaper relief. The additional relief was forecast to be £3.02m and would be reimbursed by Section 31 grant from the government.

The report provided a breakdown of the other non-ringfenced grants and contributions included in the budget and the issues around the most significant grants and contributions were described.

Table 2 - Other Non-Ringfenced Grants and Contributions	2020/21 £000
Better Care Fund (Improved)	30,815
Children's and Adult's Social Care Grant	17,564
New Homes Bonus	8,864
Contribution from MHCC	4,000
Education Services Grant	1,260
Housing Benefit Admin Subsidy	2,514
Council Tax Support Admin Subsidy	863
Care Act Grants	162
Business Rates Returned Levy	675
Total Non Ring-Fenced Grants	66,717

The report then considered the expenditure proposals. The forecast of levy payments the Council would have to make to other authorities in 2020/21 was:

Table 3 - Levies	2020/21 £000
Transport Levy	37,476
GMCA Waste Services	30,051
Environment Agency	224
Probation (Residual Debt)	15
Magistrates Court (Residual Debt)	9
Port Health Authority	71
Net Cost of Levies	67,846
Potential Payment to GMCA	3,481
Total	71,327

Although included within the table of levies, the Waste Levy was administered by the Neighbourhoods Directorate and would be included within the Directorate's budget.

It was explained that the potential payment to GMCA related to the bus reform proposals that were under consideration at this time (Minute Exe/19/101). The financial case for the bus reform proposals included a full assessment of how the GMCA could afford to make and operate the proposed scheme. The Council's potential share of the local authority element of the overall support package had been assessed as £3.481m.

A proposed contingency provision of £0.86m included £0.26m in relation to risks around the waste levy and collection and £0.6m as an unallocated contingency to meet future unforeseen expenses.

The proposed Insurance costs of £2.004m related to the cost of external insurance policies as well as contributions to the insurance fund reserve for self-insured risks.

The capital financing budget of £44.507m would support the costs of borrowing including interest costs and the minimum revenue provision, plus contributions to the capital financing reserve for revenue funding of the programme. Of this £25.114m

would be funded by interest received on loans made by the Council to Manchester Airport Group and other partner organisations.

Specific transfers to reserves of £18.338m in 2020/21 were being proposed, and those were listed in the report.

Allowances of £9.58m had also been made for retired staff and teachers' pensions to meet the cost of added-years payments awarded to former employees.

The report explained the main assumptions that had been made when calculating provision to be made for inflation and other anticipated costs. These could not, at this point in time, be allocated to Directorate or other budgets. They would instead be allocated throughout the coming year. The total provision being proposed was £10.271m, broken down into:

Table 4 - Inflationary pressures and budgets to be allocated	2020/21 £000
Non Pay Inflation	2,361
Pay Inflation including national living wage	6,520
Pension Contribution reduction	-800
Apprenticeship Levy 0.5%	900
Capacity for further budget pressures (including domestic violence)	1,000
Digital City work	250
Contribution to Cemeteries Reserve	40
Total	10,271

The allocation relating to the pooled budget had been included within Adult Social Care cash-limit budget as follows:

Table 5 - Inflationary pressures and budgets to be allocated in the Pooled Budget	2020/21 £000
National Living Wage	4,400
Pay inflation	1,530
Non-pay inflation	2,413

The proposals for the Directorates' cash limit budgets were detailed in the Directorate Budgets 2020/21 reports that were also being considered at the meeting (Minute Exe/20/16 below). The overall position was:

Table 6 – Departmental Cash Limit Budgets	Gross 2020/21 £000	Net 2020/21 £000
Children's Services	464,099	130,320
MHCC Pooled Budget	267,787	216,864
Adult Social Care - Services out of scope of Pooled Budget	7,243	4,389
Homelessness	36,459	15,285
Corporate Core	310,196	69,960
Neighbourhood Directorate	164,204	63,751

Table 6 – Departmental Cash Limit Budgets	Gross 2020/21 £000	Net 2020/21 £000
Growth and Development	55,314	7,644
Total	1,305,302	508,213

The figures in the table for the Neighbourhood Directorate do not include the waste levy of £30.051m as that is shown above in Table 3 above.

The report explained that the Council holds a number of reserves, all of which, aside from the General Fund Reserve, had been set aside to meet specific future expenditure or risks. A fundamental review of all the reserves held had been carried out as part of the budget setting process. The reserves include:

- Reserves that have been identified to directly support the proposed budget position
- Statutory reserves – such as the Bus Lane and Parking Reserves, where the use of these monies is defined in statute
- PFI Reserves – held to meet costs across the life of the PFI schemes
- Reserves to offset risk and manage volatility – such as the Insurance Fund Reserve, and reserves to smooth volatility in for example adult social care placements due to winter pressures
- Schools reserves – schools funding which the Council cannot utilise
- Reserves held to support capital schemes
- Reserves to support economic growth and public sector reform
- Grants and contributions which fall across more than one year – following local authority accounting standards these are held in a reserve

The report set out the planned use of reserves in 2020/21 to support revenue expenditure. It also explained the statutory requirement to place income generated from on-street parking and bus lane enforcement into separate reserves. These reserves could only be used to fund certain types of highway and environmental improvements, and provided there was no requirement for the Council to provide additional off street parking or for financial support to existing off street parking. The expected balance on these reserves at the 1 April 2020 was £16.965m. It was estimated that £9.951m would be added to these reserves during 2020/21 and £9.579m used. The reserves were to be used in accordance with the requirements to fund spending in the Neighbourhoods Directorate as well as part of the transport levy.

The total planned use of reserves was:

Table 7 - Use of Reserves	2020/21 £'000
Reserves directly supporting the revenue budget:	
Budget smoothing reserve	7,066
Bus Lane (supporting Transport Levy)	3,092
Social Care Investment Reserve	7,135
Adult Social Care	2,150
Anti Social Behaviour Team Reserve	540
Business Rates Reserve	1,165

Table 7 - Use of Reserves	2020/21 £'000
Transformation Reserve	333
Sub Total	21,481
Statutory Reserves:	
Bus Lane Enforcement and Parking reserves	6,487
Other Statutory Reserves	436
Balances Held for PFI's	375
Social Care Reserves :	
Adult Social Care Reserve	3,395
Reserves held to smooth risk / assurance:	
Airport Dividend Reserve	47,080
Business Rates Reserve	2,000
Other Reserves held to smooth risk / assurance	3,139
Reserves held to support capital schemes:	
Capital Fund	10,366
Investment Reserve	2,325
Eastlands Reserve	5,682
Other reserves held to support capital schemes	1,061
Reserves held to support growth and reform:	
Better Care Reserve	1,273
Town Hall Reserve	3,185
Our Manchester Reserve	2,556
Other Reserves to support growth and reform	1,332
Grants and Contributions used to meet commitments over more than one year	2,048
Small Specific Reserves	982
Total	115,203

The planned uses of the Social Care Investment Reserve and the Adult Social Care were detailed in the report.

The Anti-Social Behaviour Team Reserve had arisen from budget amendments considered and approved by the Council in March 2019 (Minute CC/19/18).

It was explained that to maintain annual funding of £1.5m to support the Factory/Manchester International Festival it was being proposed that £0.5m be retained in the mainstream budget with the remaining requirement being held in a reserve to cover ten years. This reserve would be increased to the required balance using Council Tax surpluses and Business Rates surpluses. Authority was therefore sought and granted for the Chief Executive and the City Solicitor, in consultation with the Executive Members for Finance and Human Resources and Culture, to enter into a 10 year grant agreement with Manchester International Festival that would be subject to on-going confirmation of the corresponding funding from Arts Council England.

The workforce implications of the budget proposals were outlined in the report. The proposals above will require the deletion of 16.4 FTE posts which would be achieved by the deletion of vacant positions. The detailed proposals were set out within the

Corporate Core directorate report that was also being considered at the meeting (Minute Exe/20/16 below).

Decisions

1. To note that the financial position has been based on the Final Local Government Finance Settlement announced on 6 February together with any further announcements at that date.
2. To note that there has been a review of how the resources available are utilised to support the financial position to best effect, including use of reserves and dividends; consideration of the updated Council Tax and Business Rates position; the financing of capital investment, and the availability and application of grants.
3. To note the anticipated financial position for the Authority for the period of 2019/20 to 2020/21 which was based on all proposals being agreed.
4. To note that the Capital Strategy and Budget 2019/20 to 2023/24 was also presented to this meeting (Minute Exe/20/14 below).
5. To note the Deputy Chief Executive and City Treasurer's review of the robustness of the estimates and the adequacy of the reserves as set out in the Budget Overview (Minute Exe/20/12 above).
6. To recommend to Council as part of the budget for 2020/21:
 - a) an increase in the basic amount of Council Tax (i.e. the Council's element of Council Tax) by 1.99%. The Council has consulted on the 2% Adult Social Care precept increase. If agreed, it is proposed to prioritise this resource to support adults with learning disabilities to help meet the increased need and complexity of residents;
 - b) the contingency sum of £0.860m;
 - c) corporate budget requirements to cover levies/charges of £71.327m, capital financing costs of £44.507m, additional allowances and other pension costs of £9.580m and insurance costs of £2.004m;
 - d) the inflationary pressures and budgets to be allocated sum of £10.271m; and delegate the final allocations to the Deputy Chief Executive and City Treasurer in consultation with the Executive Member for Finance and Human Resources. The Manchester Health and Care Commissioner (MHCC) elements of these costs have already been included in the Pooled Budget. The use of these budgets will be agreed with the MLCO Partnership Board, which has representation from all key partners, along with identifying whether any more formal approvals are required in line with the Council's key decision thresholds.

- e) the estimated utilisation of £9.579m in 2020/21 of the surplus from the on street parking and bus lane enforcement reserves, after determining that any surplus from these reserves is not required to provide additional off street parking in the authority; and
 - f) the planned use of, and movement in, reserves as identified in the report, subject to the final call on reserves after any changes are required to account for final levies.
7. To recommend that Council approve and adopt the budget for 2020/21.
 8. To delegate authority to the Deputy Chief Executive and City Treasurer and Chief Executive to agree the use of the Adult Social Care Reserve in consultation with the Executive Members for Finance and Human Resources and Adult, Health and Wellbeing.
 9. To delegate authority to the Deputy Chief Executive and City Treasurer and Chief Executive to agree the use of the Social Care Reserve in consultation with Executive Members for Finance and Human Resources and Children's Services.
 10. To authorise the Chief Executive and the City Solicitor, in consultation with the Executive Members for Finance and Human Resources and Culture, to agree the detailed terms of a 10 year grant agreement with Manchester International Festival (MIF), subject to confirmation of funding from Arts Council England (ACE) and having entered into a funding agreement with ACE.
 11. To approve the gross and net directorate cash limits as set out in Table 6 above.
 12. To approve the in principle contribution to the MHCC Section 75 (S75) Pooled Budget subject to the approval of the S75 Agreement.
 13. To delegate authority to the Deputy Chief Executive and City Treasurer and Chief Executive in consultation with the Executive Member for Finance and Human Resources and the Leader of the Council to draft the recommended budget resolution for budget setting Council in accordance with the legal requirements outlined in this report and to take into account the decisions of the Executive and any final changes and other technical adjustments.
 14. To note that there is a requirement on the authority to provide an itemised council tax bill which, on the face of the bill, informs taxpayers of that part of any increase in council tax which is being used to fund adult social care; and to provide specific information about the purpose of the council tax increase in the information supplied with demand notices.
 15. To approve implementation of new business rate reliefs in 2020/21 as announced by Government, which will increase the retail relief offering, extending it to music venues and cinemas, as well as, the continuation of pub and local newspaper relief.

Exe/20/14 Capital Strategy and Budget 2019/20 to 2023/24

Consideration was given to the report submitted by the City Treasurer. The report presented the capital budget proposals before their submission to the Council.

The capital programme 2020/21 to 2023/24 comprised the continuation of the existing programme. For continuing schemes, the position was based on that set out in the Capital Programme Monitoring 2019/20 also being considered at this meeting (Minute Exe/20/11 above).

Also included were those future projects which were considered likely to be brought forward, subject to the submission of a successful business case. For any project seeking capital expenditure approval a business case must be drafted, covering:

- how the project links to the City Council's strategic priorities, social value, and any statutory requirements;
- what economic value the project will provide to the City, including social value;
- funding model, with evidence of cost and capital and revenue implications;
- timescale for delivery and identification of risks to the project, including legal issues; and
- what the project will achieve, and the benefits that will be realised.

Details on the projects within the programme were set out in the report and the full list of the proposed projects was appended to the report.

If agreed, then the proposals contained in the report would create a capital programme of £378.4m in 2020/21, £288.8m in 2021/22, and £208.3m in 2022/23. The proposed funding for the programme was:

	2019/20 budget £m	2020/21 budget £m	2021/22 budget £m	2022/23 budget £m	2023/24 budget £m	Total £m
Grant	46.5	71.4	41.6	43.4	0.0	202.9
External Contribution	24.9	25.2	4.6	0.0	0.0	54.7
Capital Receipts	18.7	28.8	13.8	3.2	8.0	72.5
Revenue Contribution	26.0	52.6	31.0	28.4	0.0	138.0
Borrowing	131.9	200.4	197.8	133.3	47.3	710.7
Total	248.0	378.4	288.8	208.3	55.3	1,178.8

The revenue budget proposals set out in the report on the Medium Term Financial Plan 2020/21 included provision to finance this level of borrowing.

The report explained that a number of schemes which had been developed and were ready for inclusion in the capital programme. The funding and planned expenditure of each was set out in the report's appendix. Such schemes that were within the powers of the Executive to approve being

Department	Project	Source of funding	Budget £000
Highway Services	Maintenance Challenge Fund	Government Grant	1,075

Department	Project	Source of funding	Budget £000
Highway Services	Deansgate Streets for All Development Costs	Borrowing	275
Highway Services	Highways Investment Programme	Borrowing	-275
Highway Services	Auto Bollard Replacement and Improvement	Parking Reserve	608
Children's	Basic Need Unallocated	Government Grant	4,408
Corporate Services	VCSE Small Premises Works	Capital Fund	1,000

Decisions

1. To commend the report to the Council
2. To approve the projects for Executive approval as set out above.
3. To note the capital strategy.
4. To delegate authority to the Deputy Chief Executive and City Treasurer in consultation with the Executive Member for Finance and Human Resources to make alterations to the schedules for the capital programme 2019/20 to 2023/24 prior to their submission to Council for approval, subject to no changes being made to the overall estimated total cost of each individual project.

Exe/20/15 Council Business Plan 2020/21

A report from the Chief Executive presented the Council Business Plan for 2020/21. A copy of the plan was appended to the report. This plan was to replace the individual directorate business plans that had been produced in previous years. This plan was structured around the eight priority themes and had been produced following the development of 41 service plans which describe in more detail the achievements, priorities and activities of the 41 services which collectively made up the Council. The eight priority themes were:

- Zero carbon Manchester
- Young People
- Healthy, cared-for people
- Housing
- Neighbourhoods
- Connections
- Growth that benefits everyone
- Well-managed Council

And full details for each of these was set out in the report's appendix.

Decision

To approve the Council Business Plan for 2020/21.

Exe/20/16 Directorate Budgets 2020/21

A suite of reports prepared by the Strategic Directors of the Council presented the details budgets, investment and savings plans for 2020/21 for the seven areas of the Council's services, being:

- Children and Education Services Budget 2020/21
- Adult Social Care and Population Health Budget 2020/21
- Manchester Health and Care Commissioning Budget 2020/21
- Homelessness Budget 2020/21
- Neighbourhoods Directorate Budget 2020/21
- Growth and Development Budget 2020/21
- Corporate Core Budget 2020/21

Each of the reports set out the breakdown of the directorate's cash limited budget into the specific service areas within the directorate. It also described the efficiencies planned for 2020/21 and how the directorate would manage its budget pressures.

Each of these directorate-level financial plans had been scrutinised by the Council's scrutiny committees at their most recent meetings and the views of the committees were considered and noted (Minutes RGSC/20/07, HSC/20/07, CYP/20/11, NES/20/11, ESC/20/09 and CESC/20/10).

Decision

To note the reports.

Exe/20/17 Dedicated Schools Grant - School Budgets 2020/21

Dedicated School Grant (DSG) is a ring fenced grant of which the majority is used to fund individual schools' budgets in maintained schools and academies in the city, early-years nursery entitlement and provision for pupils with high needs, including those with Education Health & Care Plans (EHCPs) in special schools, special provision and mainstream schools in Manchester and out of city.

A report submitted by the Strategic Director for Children and Education Services explained how the allocated DSG was distributed across the schools and supported establishments in Manchester.

The report explained that for 2020/21 the DSG would be made up of four blocks: schools block, early years block, high needs block and central services schools block. It was reported that Manchester was to receive a total DSG of £560.304m. The overall increase in grant compared to 2019/20 was £29.536m. The biggest change in the grant was due to 1.84% per pupil related increase in part of the grant that supports primary and secondary schools, and the £11.994m uplift in the high needs block.

The breakdown of the DSG in 2020/21, compared to 2019/20 would be:

Block	2019/20 £m	2020/21 £m	Change £m
Schools	409.073	425.944	16.871
Central School Services	3.658	3.661	0.003
High Needs	76.924	88.918	11.994
Early Years	41.113	41.781	0.668
Total	530.768	560.304	29.536

Decision

To note the report.

Exe/20/18 Housing Revenue Account 2020/21 to 2022/23

(Councillor Midgley declared a disclosable pecuniary interest in this item and withdrew from the meeting while it was considered).

A report by the Strategic Director (Development) and City Treasurer presented the proposed budget for the Housing Revenue Account (HRA) for 2020/21 and indicative budgets for 2021/22 and 2022/23.

The report set out the requirements placed on the Council with respect to the HRA budget:

- the Council had to formulate proposals for income and expenditure for the financial year which sought to ensure that the HRA would not show a deficit balance;
- to keep a HRA in accordance with proper practice to ensure that the HRA is in balance taking one year with another; and
- the HRA must, in general, balance on a year-to-year basis so that the costs of running the Housing Service must be met from HRA income.

Under a variety of arrangements, the Council owns and manages just under 16,000 properties within the HRA. The arrangements included three PFI schemes and the stock managed by either Northwards Housing or other Registered Social Landlords. During 2019/20 the Council was anticipating selling around 193 properties under the Right to Buy scheme.

Included in the report was the forecast for the HRA in 2019/20 to have an in-year surplus of £3.029m, compared to a budgeted deficit of £10.147m, and the main reasons for that change were explained in the report.

Following the four years of then annual 1% per cent rent reduction, the Government had agreed that rent policy for five years commencing in 2020/21 was able to revert to the Consumer Prices Index rate of inflation +1%, and that increase had been included within the proposed budget for 2020/21. For the approximately 1,000 properties where formula rent had not yet been achieved, the rent would be increased to formula rent when that property was next re-let.

Gas for the communal heating systems was sourced as part of the City Council's overall gas contract. The existing wholesale gas contract expired shortly, and latest prices indicated that the current wholesale gas price would reduce by 7% with effect from April 2020. Therefore, in order to ensure that the costs of gas used were recovered through the tariffs charged for tenants and residents on a scheme-by-scheme basis, it would be necessary to reduce the current heating charges by between 0% and 36%. Appended to the report was a complete schedule of proposed heating tariffs for pay by rent and pay by prepayment card, showing the percentage change for 2020/21. All bar one of the schemes would see a reduction in fuel costs in 2020/21.

The report proposed that the Northwards management fee for 2020/21 be increased to reflect the costs of pay awards in 2020/21. That would equate to a rise of 1.55% or £315,000 in 2020/21.

In order to ensure that the increase applied to garage rents remained in line with that applied to dwelling rents, it was proposed that 2020/21 garage rents be increased by 2.7%, which would see an increase in the rental of between 5p and 13p per week.

Due to the continued roll out of Universal Credit and the anticipated impact on residents the business plan had made prudent provision for an increased contribution towards the provision for bad debts. Their remained a risk that the further roll out of Universal Credit could impact on rent collection rates in later years. Therefore, the 2020/21 contribution to the bad debt provision was to remain at the 2019/20 actual rate of 1%. It would then be increased annually by 0.5% from 2021/22 until 2023/24 at which point it will peak at 2.5%. It was then planned to reduce by 0.5% per year until staying at 1.5% for the remainder of the plan.

The report also explained the other key changes in the HRA budget for 2020/21, and the full budget was presented as set out below.

	2019/20 (Forecast) £000	2020/21 £000	2021/22 £000	2022/23 £000
Income				
Housing Rents	-59,775	-60,881	-62,030	-63,497
Heating Income	-754	-600	-612	-625
PFI Credit	-23,586	-23,374	-23,374	-23,374
Other Income	-1,164	-1,281	-1,203	-1,069
Funding from General HRA Reserve	3,029	-18,441	-14,016	-14,068
Total Income	-82,250	-104,577	-101,235	-102,633
Expenditure				
Northwards R&M & Management Fee	20,379	20,694	20,984	21,455
PFI Contractor Payments	31,824	36,296	32,599	31,639
Communal Heating	858	584	595	607
Supervision and Management	5,020	5,223	5,291	5,360
Contribution to Bad Debts	504	613	937	1,279
Depreciation	17,279	17,378	17,517	17,785

	2019/20 (Forecast) £000	2020/21 £000	2021/22 £000	2022/23 £000
Other Expenditure	1,295	1,169	1,189	1,016
RCCO	2,287	19,841	19,360	20,762
Interest Payable and similar charges	2,804	2,779	2,763	2,730
Total Expenditure	82,250	104,577	101,235	102,633
Total Reserves:				
Opening Balance	-107,365	-110,394	-91,953	-77,937
Funding (from)/to Revenue	-3,029	18,441	14,016	14,068
Closing Balance	-110,394	-91,953	-77,937	-63,869

Decisions

1. To note the forecast 2019/20 HRA outturn as being a surplus of £3.029m.
2. To approve the 2020/21 HRA budget and to note the indicative budgets for 2021/22 and 2022/23.
3. To approve the proposed 2.7% increase to dwelling rents, and delegate authority for the setting of individual property rents to the Director of Housing and Residential Growth in consultation with the Deputy Chief Executive and City Treasurer and the Executive Member for Housing and Regeneration and the Executive Member for Finance and Human Resources.
4. To approve that where the 2020/21 rent is not yet at the formula rent level, the rent is revised to the formula rent level when the property is re-let.
5. To approve the proposed 2020/21 changes for communal heating charges as outlined above and set out in detail in the report's appendix 2.
6. To approve the proposed increase in the 2020/21 Northwards management fee as set out above.
7. To approve the proposed increase in garage rental charges as described above.

Exe/20/19 Treasury Management Strategy Statement and Borrowing Limits and Annual Investment Strategy 2020/21

The Council's Treasury Management policy complies with the revised CIPFA Code of Practice on Treasury Management. The Council adopted this in March 2010.

The Local Government Act 2003 and supporting regulations require the Council to have regard to the Prudential Code for Capital Finance in Local Authorities and to set Prudential Indicators for the next three years to ensure that the Council's capital investment plans are affordable, prudent and sustainable.

The proposed strategy for 2020/21 was based upon the views of Treasury officers on interest rates, informed by leading market forecasts. The Strategy covered:

- Prudential and Treasury Indicators
- Minimum Revenue Provision Strategy
- Treasury Management Policy Statement
- Treasury Management Scheme of Delegation
- Borrowing Requirement
- Borrowing Strategy
- Annual Investment Strategy

We noted the proposed Annual Investment and Borrowing Strategies set out in the report, and agreed to commend them to the Council.

Decisions

1. To commend the report to Council.
2. To delegate authority to the Deputy Chief Executive and City Treasurer, in consultation with the Executive Member for Finance and Human Resources, to approve changes to the borrowing figures as a result of changes to the Council's Capital or Revenue budget, and submit those changes to Council.

Exe/20/20 Budget 2020/21 Public Consultation Outcomes

A report from the Deputy Chief Executive and City Treasurer and the Head of Strategic Communications provided a summary of the results of the budget consultation on the draft budget proposals for 2020/21, as well as a summary of the responses received. The report described how the consultation had been undertaken between December 2019 and early February 2020. A questionnaire had been used to gather the views of residents and 200 responses had been received. The report set out in detail the responses to each of the questions asked on the questionnaire.

Decision

To note the report.

Exe/20/21 Budget 2020/21 Equality Impact Assessment

A report from the Deputy Chief Executive and City Treasurer reviewed a selection of the Equality Impact Assessments (EIAs) produced in support of the Council's business planning process for 2019/2020. The report outlined the context of why the Council undertook EIAs and some of the key themes emerging from the business priority-related analyses produced in the last year.

The report also described changes to the Council's approach to business planning for 2020-21, the implications for how equality impacts were to be considered within the plan, and how the process of producing EIAs was to be managed moving forwards.

As the Council's financial settlement for 2020-21 was, in the main, a roll-over of the 2019/20 settlement, the report did not relate to any new budget-related consultations with EIAs attached.

Decision

To note the report.

Exe/20/22 Manchester Climate Change Update

An update on work to address climate change was considered. The Council's key leadership role had resulted in the establishment of the city's partnership-based approach to climate action. That had started with the creation of the "Manchester: A Certain Future Steering Group" in 2010. The approach recognised the need for everyone in the city to be mobilised to play their full part in tackling climate change. Since then the city has been using the science to inform and develop the city's climate change strategy.

In February 2008 we approved "17 Principles of Tackling Climate Change in Manchester" and committed the city to becoming low carbon by 2020 (Minute Exe/08/27). In January 2009 we had gone on to adopt the "Call to Action" that sought to inspire and enable stakeholders to become fully engaged in the need to undertake mainstream activities in different ways to reduce carbon dioxide emissions (Minute Exe/09/4). In February 2014 we had approved the Climate Change Action Plan (CCAP) for 2014/15 to 2016/17 (Minute Exe/14/22). In 2015 that plan was extended to run until 2017/18 (Minute Exe/15/034). In November 2018 we had adopted, on behalf of the city, the Tyndall Centre's proposed targets and definition of zero carbon. We also committed 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 (Minute Exe/18/101). In July 2019 the Council then declared a climate emergency (Minute CC/19/52) which was considered and accepted by the Executive later that month (Minute Exe/19/59).

The target to reduce Manchester's CO₂ emissions by 41% by 2020, from 2005 levels, was based on recommendations by the Tyndall Centre for Climate Change Research at the University of Manchester (the Tyndall Centre). In June 2018 Manchester Climate Change Agency and the Manchester Climate Change Partnership had commissioned the Tyndall Centre to recommend targets to further define the city's commitment to 'play its full part in limiting the impacts of climate change', as set out in the Our Manchester Strategy. The Tyndall Centre's report was due on 28 February 2020 but work to date had identified the following draft recommendations:

- Retain the existing 15 million tonne CO₂ carbon budget for 2018-2100
- Note that the updated carbon budget approach based on the latest scientific synthesis report by the IPCC would allow an increase in the carbon budget to 18 million tonnes CO₂ but that by retaining the 15 million tonne budget showed ambition and leadership
- Focus on immediate action to achieve a minimum reduction rate of 13% per annum and meeting interim (five-year) carbon budgets

- Note that if the city did not reduce emissions by 13% per annum, an increased rate will be required from 2020 in order to stay within budget.
- Carbon budgets should be revisited in five years or in response to a new scientific synthesis report.

The Tyndall Centre had also been commissioned to examine and report on carbon emissions from aviation. To date that had identified the following areas for Manchester to consider:

- To note that aircraft emissions could not be overlooked – additional action is required to meet the Paris Agreement ‘well below 2°C’ commitment
- UK aviation emissions needed to fit within a Paris-compliant national pathway. Noting that the Tyndall Centre’s recommended carbon budget includes 1,262 million tonnes CO₂ for aviation from 2018-2100, versus 1,705 million tonnes based on current UK Government policy forecasts.
- Survey data made it possible to monitor and report Manchester residents’ flights from UK airports, including from Manchester Airport
- A method for monitoring and reporting flights taken by Manchester businesses could be developed. To be aware of potential double counting with residents’ flights.
- Manchester City Council and Manchester Airport should work with UK Government to ensure a Paris-compliant aviation strategy for the UK as technological change alone was not sufficient.
- Could Manchester Airport become a pioneer organisation (as part of the Manchester Climate Change Partnership) for managing the impact of its ground operations?

The final Tyndall Centre report on aviation was to be completed by 21 February 2020.

Manchester Climate Change Framework 2020-25 was being produced by the Manchester Climate Change Partnership and Agency to set out their recommended approach for Manchester to meet its targets. Since the publication in February 2019 of the Draft Manchester Zero Carbon Framework 2020-38, there had been three key developments:

- The review of emissions targets
- the Partnership and Agency had chosen to focus on the next five years, 2020-25, seeking to emphasise the point that urgent action was needed
- Adaptation and resilience to the changing climate had been identified as an additional objective, broadening the scope of the Framework from carbon reduction

The final version of the Framework was in development and was to be published by the Partnership and Agency on 28 February 2020. It would be considered at the next meeting of the Executive in March 2020.

Decision

To note the citywide progress and the summary of the Tyndall Centre for Climate Change Research review of targets.

Exe/20/23 School Place Planning and Admissions

A report from the Director of Education used the school admissions data for 2019/20 to forecast future demand for primary and secondary school places in the city and to make the case for supporting the creation of a new primary school in the city centre and a new secondary school in east Manchester.

The city's population was increasing. It was predicted to be around 664,000 by the mid-2020, compared to 504,000 when measured in the 2011 Census. The October 2018 school census had identified 77,372 pupils attending Manchester Schools, that had increased to 79,429 pupils in the October 2019 census. Given that change, and the predictions of population change, ensuring a sufficient supply of high quality school places would remain a priority for the Council.

The report explained that the Council was working with its partners to develop additional places in targeted areas, utilising Basic Need funding from the government for the site and building works. The development of new schools by a local authority required the use of the free school presumption process, working with an approved sponsor to establish the school. All new schools established through the presumption process were therefore classified as Free Schools.

In response to this forecast demand the Council had been working with Renaker Build to establish a new primary school as part of the Crown Street phase 2 development in the city centre (Minute PH/18/58). The school was expected to provide 210 places for primary age children along with a 26 place nursery. The free school presumption process for this school would now be used and it was anticipated that the school would admit its first pupils in 2024. A second new primary school was also being investigated by the Star Academies Trust, if a permanent site for it could be acquired. That was forecast to open in 2023.

In relation to secondary school places, the report explained that plans to develop a new secondary school at Nutsford Vale, Matthews Lane (Minute PH/18/21) had not progressed as expected. To safeguard the future development of a new secondary school in east Manchester approval had been given to fund the acquisition of the Showcase Cinema site on Hyde Road (Minute Exe/20/08). Some of that site could be given over for a new secondary school. If that site proved to be suitable then the new school at Matthews Lane would not be progressed as it was becoming clear that constructing a school on Nutsford Vale would be overly expensive.

The development of a new secondary school at the Hyde Road site would still require a free school presumption process to be undertaken to identify a preferred sponsor. That process should conclude in late summer or early autumn 2020 and the first places made available in September 2021 school admissions. However, opening of the school for September 2021 would require the use of temporary accommodation for a period of up to three years while the new school was being built.

The meeting was addressed by Councillor Johns as a councillor for the Deansgate ward. He thanked the Executive member and the education team for the work they had put into securing the development of the new primary school in the city centre.

He spoke of the excitement there was amongst residents at the prospect of a new primary school within their local community.

It was noted that the Children and Young People Scrutiny Committee had also considered this report and had endorsed its recommendations (Minute CYP/20/12).

Decisions

1. That Basic Need funding be used to fund a new high school and contribute towards the development of a city centre primary school.
2. To request that officers undertake a consultation to gather views on the plans to develop a new primary school in the city centre and a new secondary school in east Manchester as a first step towards identifying a provider for the new school.
3. To delegate authority to the Director of Education in consultation with the Executive Member for Children's Services to progress the publication of a specification for each new school and invitations to sponsor based on the outcomes of the consultation; and to identify a preferred sponsor for each school to be recommended to the DfE.
4. To note the data relating to September 2019 admissions and the pupil forecasts that had been submitted to the Department for Education.

Exe/20/24 Refresh of the Ancoats and New Islington Neighbourhood Development Framework

Ancoats including New Islington is a distinctive neighbourhoods close to the city centre and adjacent to the neighbourhood of Miles Platting. In April 2014 we endorsed a draft Ancoats and New Islington Neighbourhood Development Framework (NDF) as a basis for consultation with local stakeholders and landowners (Minute Exe/14/041). In October 2014 we considered and approved a final version of the Framework (Minute Exe/14/109). Then, in July 2016 we had endorsed a draft of a refreshed Ancoats and New Islington Neighbourhood Development Framework so that it could be subject to further consultation with local stakeholders and landowners (Minute Exe/16/099). In December 2016 a final version of that Framework had been approved (Minute Exe/16/153).

A report now submitted by the Strategic Director (Growth & Development) explained that it was now felt to be necessary to set the objectives for those elements of the NDF that related to the Back of Ancoats Poland Street area; and to set objectives for the redevelopment of the Council-owned former Central Retail Park site that on Great Ancoats Street.

To ensure that new affordable housing could be developed in the NDF area it was proposed that three sites in Council ownership should now be set aside for this purpose. Those sites were land adjacent to Butler Street; land adjacent to Downley Drive; and the former Ancoats Dispensary. These three sites were shown on a map

included in the report. Together the three sites should provide for up to 145 new homes.

For the Back of Ancoats Poland Street area the report explained that the purpose of the refresh of the 2016 NDF was to ensure that it incorporated current thinking in terms of the redevelopment of the area and was properly aligned to the current market context relating to a number of key issues including zero carbon and affordable housing. The report described this area as having an interrupted street grid pattern that was dominated by two industrial estates at Poland Street; vacant and underutilised sites that detract from the visual amenity; as being part of the Conservation Area but gaining little benefit from that; as having some open space at Kemp Street that attracted a high level of anti-social behaviour; with a lack of pedestrian footfall and visible daytime activity; and with low value buildings that do not front onto the Rochdale Canal and therefore do not exploit the advantage of a waterside location.

The specific objectives that were now being proposed for this area in the refresh of the NDF were:

- the reinstatement of the grid pattern street layout to improve connectivity and movement through the area as well as creating legible routes that draw pedestrians into the area and through to the surrounding areas;
- the creation of a mixed living and working neighbourhood, delivering flexible commercial floorplates for office and modern light industrial uses that can co-exist with a residential development that offers a range of typologies and tenures including the provision of affordable housing; and
- the creation of high quality amenity and green spaces integrated with surrounding uses and would draw people into and through the area.

A copy of the draft NDF for the “Character Area 3 – Poland Street Zone” was appended to the report. The intention was for a period of public consultation on that draft. That was supported.

The Council’s acquisition of the former Central Retail Park site had been agreed in September 2017 (Minute Exe/17/122). At that time the agreed objectives for the site had been:

1. to secure full control over the future redevelopment of this site in a manner that would accord with the extant and any future iteration of the wider Ancoats and New Islington Neighbourhood Development Framework;
2. to shape the development strategy to ensure that the site made a significant contribution to the future growth of the city in line with the Council’s Residential Growth and wider economic growth ambitions; and
3. to promote the redevelopment of the site in a timely manner and appropriately sequenced ensuring that the Council’s interest in its wider land portfolio across Ancoats and New Islington was protected and potentially enhanced.

Since then OBI Property, a Manchester based commercial property agency, had been commissioned to evaluate whether a commercial-led proposal for Central Retail Park could deliver a significant commercial workspace / office scheme. The outcome of that evaluation was positive and described in the report. It was believed that there would be demand for commercial development on the site.

Therefore, it was felt that a revised framework for the site would help to deliver an exemplary net zero carbon commercial district with the ability to attract new businesses and talent to Manchester. The development would bring together activities and people to create a vibrant mixed use neighbourhood, complementing and uniting the surrounding districts. In doing so, the proposal also represented a key opportunity to help unlock the potential of East Manchester.

A copy of the draft of the revised “Central Retail Park Development Framework” was appended to the report. The intention was for that draft to be subject to public consultation with the outcome reported to a future meeting.

To enable to redevelopment of the site to progress it was explained that the Council should now undertake a market engagement exercise to appoint a Development / Investment Funding Partner(s) to deliver on the proposals in the draft Framework. Once that had been done a commercial plan for the site could be prepared.

Decisions

1. In respect of the draft revisions to the Poland Street Character Area of the NDF, to:
 - a) note that the City Council will use its remaining land assets within the NDF area to deliver and influence the delivery of new net zero carbon development;
 - b) approve that these sites in the City Council’s land ownership, land adjacent to Butler Street, land adjacent to Downley Drive, and the former Ancoats Dispensary, as identified on Map 1 of this report be used to promote affordable housing; and
 - c) endorse the draft revisions to the Back of Ancoats Poland Street Character Area 3, as set out in the draft that was appended to the report, as a basis for public consultation, and that a final version be brought back to a future meeting.
2. In respect of the former Central Retail Park site, to:
 - a) approve the commercial led mixed use development strategy for the Central Retail Park site as set out in the report;
 - b) note the intention to commence an exercise to engage the market to identify a Development / Investment Funding Partner(s) with the objective to deliver a net zero carbon commercial led mixed use development on the Central Retail Park site;
 - c) delegate authority to the Chief Executive or the Deputy Chief Executive and City Treasurer, the City Solicitor, the Strategic Director (Growth and Development), the Head of Development, in consultation with the Leader of the Council, the Executive Member for Finance and Human Resources, and

the Deputy Leader with the Corporate Property portfolio, to finalise the detail of that market exercise;

d) note that a Commercial Plan for the Central Retail Park site was to be brought to a future meeting for approval following the appointment of the Development / Investment Funding Partner(s); and

e) endorse the draft revisions to the Great Ancoats Street Frontage (the former Central Retail Park site) Character Area of the NDF, as set out in the draft Development Framework that was appended to the report, as a basis for public consultation, and that a final version be presented to a future meeting.

3. To authorise the City Solicitor to enter into and complete all documents and agreements necessary to give effect to these decisions.

Exe/20/25 City Centre Transport Strategy Engagement Outcomes

In October 2019 a report had been considered on proposals for a revised City Centre Transport Strategy (CCTS) that would be aligned to the Greater Manchester Transport Strategy 2040. It was felt that a new strategy was needed to take account of the ongoing and future predicted growth of the city centre and of changes in the policy context since the adoption of the 2010 strategy. The new strategy would incorporate the GM 2040 Strategy and the goal of being a zero-carbon city by 2038. The drafting of the strategy would take into account the outcomes of the City Centre Transport Strategy Conversation that had taken place in the autumn of 2018. It had been agreed that the Council would undertake an engagement and co-design exercise with key stakeholders in the city centre and surrounding wards in order to further develop the strategy with support from Transport for Greater Manchester (TfGM) and Salford City Council (Minute Exe/19/82). A report now submitted by the Strategic Director (Growth and Development) set out the outcomes of that exercise.

The engagement exercise had taken the form of seven workshops in the city centre, four in December 2019 and three in January 2020. These workshops included an introductory presentation and a facilitated group discussion, with in-depth participation from attendees. Qualitative responses were recorded during the session. Some participants also provided further comments and feedback after the workshop. In all 52 people had taken part in the workshops and 22 of those had gone on to provide additional feedback after the event.

The report set out the outcomes from the workshops and the views of the stakeholders who had taken part. Participants had agreed the strategy should be ambitious in setting targets for each mode of transport. Participants also commented that transport is one of the main contributors of CO₂ emissions, so the targets should be more ambitious to recognise the Climate Emergency declared by the Council. Improving air quality was also a priority. Stakeholders recognised behaviour change should be a key part of the strategy, as well as combination of quick-wins and longer-term interventions.

Detailed findings were set out under three headings: walking, cycling and the role of city centre streets; the role of public transport; and managing traffic and parking. Some geographic areas of the city centre had been identified as needing specific interventions including Deansgate, Stevenson Square and the wider Northern Quarter, Mosley Street, Cross Street and Chinatown.

The report explained that the next step in the process would be to use the information gathered to inform a draft strategy document, to be developed with Salford City Council. That draft would then be the subject of further public consultation. That was agreed.

Decisions

1. To note the intention to produce a revised City Centre Transport Strategy.
2. To note the outcome of the engagement exercise on the strategy.
3. To agree to now hold a wider public consultation on the draft strategy.
4. To delegate authority to the Head of Local Planning and Infrastructure, in consultation with the Leader of the Council and Executive Member for Environment, Planning and Transport, to finalise with Salford City Council and Transport for Greater Manchester the draft strategy document and the terms of the public consultation.
5. To request that a report be made on the outcomes of the consultation, seeking approval for a final version of the City Centre Transport Strategy.

Exe/20/26 First Street Strategic Regeneration Framework Addendum

In July 2012 we had considered and endorsed the revised and updated First Street Development Framework (Minute Exe/12/082). In November 2015 we had adopted an updated and revised version of the Framework, having first considered the views put forward during consultation on a draft of that document (Minute Exe/15/125). In July 2018 a further update to the Framework had been brought forward and we had agreed that there should again be a period of public consultation on the proposed revisions (Minute Exe/18/075). In November 2018 a final version of that Framework had been considered and approved (Minute Exe/18/106).

A report now proposed that an addendum to the framework be considered to address the future development of three specific sites:

- The Little Peter Street site which was bounded by Little Peter Street to the north, Albion Street to the east and the River Medlock to the south. This site is within the ownership of the City Council and operated by NCP as a surface car park. This was envisaged as becoming a high quality, landmark commercial development.
- The One City Road site bounded by City Road to the north, Medlock Street to the west, River Street to the south, and Shortcroft Street to the east; occupied by a 4 storey office building with a private surface car park. This was envisaged as being a commercially-led development with two new buildings.

- The Premier Inn site at the southern end of Medlock Street facing the junction with the Mancunian Way which accommodates the five-storey Premier Inn building, and its associated car parking area of 113 spaces with the future as a commercially led, mixed use development.

It was proposed and agreed that there now be public consultation on the addendum to the Framework.

Decisions

1. To approve in principle the draft First Street Development Framework Addendum.
2. To request that a public consultation exercise on the addendum be undertaken with local stakeholders.
3. That a further report be made setting out comments received during the consultation.

Exe/20/27 St Mary's Parsonage - Strategic Regeneration Framework

The proposed St Mary's Parsonage Strategic Regeneration Framework area is located in the heart of the city centre, bound by three main arterial routes in and out of the city centre; Deansgate, Bridge Street and Blackfriars Street. Immediately to the south of the site is Spinningfields, and to the north is the Ramada Complex, Deansgate. The area benefits from important green space, with Parsonage Gardens being a tranquil green square in the city centre. It is also adjacent to the River Irwell, but with little connection with the river at present.

A report from the Strategic Director (Growth & Development) explained that it was felt that there were significant opportunities for the area to contribute to the Council's zero carbon target by improving the environment for walking and cycling and the reduction of motor vehicles from the area. There was the opportunity to create carbon neutral buildings of the highest standard of energy efficiency and to refurbish and redevelop the area's existing heritage buildings to significantly reduce their carbon footprint.

A draft Strategic Regeneration Framework (SRF) for the area had been developed. The report explained that there are a number of buildings in the neighbourhood felt to be no longer fit for purpose. Replacing these buildings should positively contribute to the area, with high quality design and materials, whilst respecting listed buildings. The report addressed specific proposals for key sites within the overall area including:

- Kendal Milne building & Multi Storey Car Park
- Reedham House & No.3 St Mary's Parsonage
- Albert Bridge
- Alberton House & Cardinal House
- No.1 North Parade

It was explained that the indicative phasing of the redevelopment of the sites within the SRF area was likely to be dependent on the aspirations of the landowners within the SRF area. The phasing being anticipated was

- 2021-2023: - Kendal Milne building refurbishment and the King Street West multi-storey car park redevelopment
- 2022-2023: - Cardinal House refurbishment
- 2022-2024: - Alberton House refurbishment
- 2022-2025: - Albert Bridge House and Bridge Street surface car park redevelopment, delivering three new buildings

It was thought to be crucial for the first phase of development to be supported by a public realm strategy and delivery plan.

It was agreed that the St Mary's, Parsonage areas was an important but underutilised city centre neighbourhood with potential to significantly contribute towards the regeneration and growth ambitions of the city. The intention was for there to be public consultation on the draft SRF for the area, with the outcomes of that reported to a future meeting. That was agreed.

Decisions

1. To approve in principle the draft St Mary's Parsonage Strategic Regeneration Framework.
2. To request the Strategic Director undertake a public consultation exercise on the addendum with local stakeholders.
3. That a further report be made setting out comments received during the consultation.

Exe/20/28 Empty Houses to First Time Buyer Homes - Update Report

In October 2017 approval had been given for the approve the establishment of the Housing Affordability Fund to allow the Council to invest directly into the provision of affordable homes in Manchester (Minute Exe/17/129). The fund would allow the Council to support new-build scheme in the city and also to help purchase existing properties to allow them to be made into affordable homes.

In March 2018 two schemes were approved developed to utilise the fund to improve the availability of affordable housing in the city. These were: a "Rent to Purchase" scheme, and an "Empty houses to First Time Buyer Homes" (Minute Exe/18/026).

A report was now considered that provided an update on the Empty Houses Scheme, proposing the use of some of the Fund to grant funds to a registered social landlord so that could bring empty properties back into use as affordable homes.

The report explained the social landlord Mosscafe St Vincent's could acquire the empty properties and undertake their refurbishment. The homes would then be marketed to first time buyers or residents, on or below the average household

income, who wish to become owner-occupiers. Based on combined acquisition and refurbishment costs of around £120,000 and a sales programme which would require a 10% non-recoverable subsidy, an initial investment by the Council of £2m could potentially deliver 90 homes from empty properties in the city.

The grant payment would be secured under the provisions of Section 22 of the Housing Act 1996 which grants the Council the power to provide financial assistance in the form of grants or loans to a registered social landlord for the provision of housing. This proposal was agreed.

Decisions

1. To approve the giving of grant funding to Mosscafe St Vincent's (MSV) under the provisions of Section 22 of the Housing Act 1996 in order to bring empty properties back into use for affordable home ownership.
2. To authorise the City Solicitor to enter into any agreements to give effect to this decision.

Exe/20/29 Northern Gateway Strategic Business Plan (Part A)

(Having introduced this item of business Councillor Leese left the meeting at this point. Deputy Leader Councillor N Murphy took the Chair)

In March 2017 we had authorised the City Solicitor, City Treasurer and Strategic Director (Development) to enter into an agreement with the Council's preferred investment partner for the regeneration of the Northern Gateway lands, Far East Consortium International Limited (FEC). We had also delegated authority to the Chief Executive to dispose of the Council's interest in land at the Northern Gateway Site (Minute Exe/17/064).

The Council had entered into the Joint Venture (JV) with the Far East Consortium (FEC) in April 2017 for the comprehensive redevelopment of the Northern Gateway for housing and ancillary development. As part of the delivery arrangements, the Council and FEC established a JV company, Northern Gateway Operations Limited (OpCo), to have strategic input into and oversight of the development of the Northern Gateway.

In February 2019 we approved the Strategic Regeneration Framework for the Northern Gateway, the 155 hectare land area made up of the adjacent neighbourhoods of New Cross, the Lower Irk Valley and Collyhurst. This Framework was to support the opportunity to deliver up to 15,000 new homes over a 15-20 year period (Minute Exe/19/25).

In June 2019 consideration was given to the preferred approach to facilitating strategic land acquisitions within the Northern Gateway SRF area, and approval given to making a loan of up to £11 million to FEC (Minutes Exe/19/52 and Exe/19/57).

A report now submitted by the Strategic Director, Growth and Development described in outline the Strategic Business Plan for the Joint Venture. A copy of the plan was appended to the confidential Part B report on this item of business (Minute Exe/20/32). The purpose of the plan was to set the strategic context for the Northern Gateway and to set the parameters for the subsequent Development Area Business Plans. The Strategic Business Plan was to be updated annually to ensure that it could take account of any changes in national and local policy, market sentiment or wider economic implications. It was to be used to monitor the progress of the Northern Gateway project.

The report explained that the Financial Model contained in the Strategic Business Plan was currently showing a minimal return against the overall projected Gross Development Value. The overall plan would not be at a sufficiently viable for a developer to undertake the overall development without additional external public sector investment. This low level of return and high level of development risk was a consequence of the costs associated with the huge site-wide infrastructure requirements which needed to be addressed to tackle abnormal costs and support the delivery of housing at the scale set out in the plan. In total the investment into necessary “place-making” infrastructure to support development across the entire Northern Gateway was currently estimated at circa £165m. A bid of £51.6m to the Government’s Housing Infrastructure Fund (HIF) would, if successful, support the delivery of such infrastructure, but additional investment would still need to be secured from a range of sources including Section 106 developer contributions. It was however fully anticipated that the initial Development Area Business plan would be financially viable.

The initial Development Area Business Plan had to be for not less than 1,000 homes. Development Area 1 comprises three development phases:

- Collyhurst Phase 1 (Collyhurst Village and Collyhurst South)
- Former Angelgate site
- Addington Street

The total number of homes to be delivered within Development Area 1 was anticipated to be around 1,045 with a mixture of type and tenure, and the majority of homes being provided as open market for sale. The Development Area was to provide a mix of one, two, three and four bed properties in the form of apartments, maisonettes and townhouses. The Joint Venture was committing to delivering 20% affordable homes across Development Area 1. That would include around 130 social rented dwellings delivered in Collyhurst and on-plot shared ownership homes at the former Angelgate site.

The plan assumed that where capital receipts were generated within the Northern Gateway area that those would be ring-fenced for re-investment into supporting the delivery of the Northern Gateway SRF objectives.

Councillor Flanagan addressed the meeting as a councillor for the Miles Planning and Newton Heath ward. He welcomed the significant investment in regeneration, redevelopment and place-making that was to come to the ward and the wider area. He also welcomed the opportunity that local residents were to have to stay in the area, occupying new homes so as to allow the demolition and redevelopment of

existing properties. He suggested that a new name for the overall programme be considered as 'Northern Gateway' did not have the same relevance for the local community as the names already in use for their neighbourhoods.

It was noted that the Economy Scrutiny Committee had also considered the report at a recent meeting of the committee and had endorsed the recommendations (Minute ESC/20/13).

Decisions

1. To note the summarised content of the Strategic Business Plan, the detail of which was explained in another report (Minute Exe/20/32 below).
2. To note the summary of the intended content for the production of the initial Development Area Business Plan which was to focus on the delivery of up to 1,000 homes in the neighbourhoods of New Cross, Red Bank and Collyhurst.
3. To delegate authority to the Chief Executive in consultation with the Leader, Deputy Leader and the Executive Member for Finance and HR, to approve the full initial Development Area Business Plan.
4. To agree to the principle of ring-fencing Capital Receipts or overage generated from the disposal of Council-owned land through the Northern Gateway Joint Venture for re-investment into supporting the delivery of the Northern Gateway SRF objectives.
5. To note the intention of the Development Manager to appoint a Registered Provider partner to assist with the delivery of affordable housing on JV land within the Red Bank and New Town neighbourhoods to help meet the commitment of providing 20% affordable housing within the initiative.
6. To note that the Northern Gateway is currently characterised by large tracts of vacant and underutilised brownfield land and that for development of any scale to be delivered, significant "place-making" infrastructure interventions will be required and consequently a strategic approach towards leveraging investment from a range of sources will be necessary, including the capture of S106 developer contributions for the purposes of place-making infrastructure.
7. To note the intention to explore options for the preparation of a costed "place-making" infrastructure strategy for the Northern Gateway against which Section 106 developer contributions can be sought, with any such strategy being the subject of a future report and public consultation.
8. To note the current situation with regard to the funding submission of £51.6m to the Government's Housing Infrastructure Fund and the significant potential impact of this funding on the overall viability of the initiative.
9. To note the significant contribution that the Northern Gateway initiative can make to the City's affordable housing delivery ambitions and the various means available to the Council such as the Housing Affordability Fund through

which investment can be leveraged to deliver affordable housing at scale within this area.

10. To note that, subject to a positive announcement from Government relating to the Housing Infrastructure Fund, a further report will be made regarding the specific terms and conditions applicable in advance of any decision to enter into a Funding Agreement.
11. To note that a Social Value strategy will be developed specifically for the Northern Gateway given the value of contracts/works to be carried out and the anticipated duration of the Joint Venture Partnership.

Exe/20/30 Decisions of the GMCA 7 January and 31 January 2020
(Councillor N Murphy in the Chair)

Decision

To note the decisions made by the GMCA on 1 and 31 January 2020.

Exe/20/31 Exclusion of the Public
(Councillor N Murphy in the Chair)

Decision

To exclude the public during consideration of the following item which involved consideration of exempt information relating to the financial or business affairs of particular persons and public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Exe/20/32 Northern Gateway Strategic Business Plan (Part B)
(Public excluded, Councillor N Murphy in the Chair)

The Executive considered a report of the Strategic Director (Growth and Development), which set out the Northern Gateway Strategic Business Plan as prepared by the Development Manager, FEC, on behalf of the Northern Gateway Operations Limited joint venture company. A copy of the plan was appended to the report. The report also provided detail on the scale of FEC investment to date and the level of further investment required.

It was noted that the Economy Scrutiny Committee had also considered the report at a recent meeting of the committee and had endorsed the recommendations (Minute ESC/20/15).

Decisions

1. To approve the Strategic Business Plan on behalf of the City Council as one of the two Shareholders in the Northern Gateway Joint Venture.

2. To note the financial commitments made to date by the Development Manager, FEC, since the signing of the Joint Venture legal agreements in April 2017.

Appendix A - Proposed Capital Virements

Project Name	2019/20 In yr virement proposed	2020/21 In yr virement proposed	2021/22 In yr virement proposed	2022/23 In yr virement proposed
Collyhurst Acquisition & Demolition (Overbrook & Needwood Close)				-1,070
Total Private Sector Housing Programme	0	0	0	-1,070
Charlestown - Victoria Ave multistorey window replacement and ECW			345	
External cyclical works phase 3a	-7	-15		
Renewal of 4 automatic pedestrian gates at Victoria Square	-45			
External cyclical works Harpurhey - Jolly Miller Estate		-82		
External cyclical works Ancoats Smithfields estate	47	25		
External cyclical works Cheetham Appleford estate			2	
External cyclical works Higher Blackley South	-22	-29		
External cyclical works New Moston (excl corrolites)		-29		
Environmental improvements Moston corrolites	8	21		
Charlestown - Victoria Ave multistorey replacement door entry systems		-18		
ENW distribution network phase 4 (various)	-160	5		
Newton Heath - Croyden Drive Security Improvements	-100	-88		
Delivery Costs		-55		
2/4 Blocks Heating replacement with Individual Boilers		-7		
Ancoats - Victoria Square lift replacement	54			
Boiler replacement programme	-13	-6		
Kitchen and Bathrooms programme	-265	-924		
Newton Heath - Multies Internal Works	200	3,153	250	
Various - Bradford/Clifford Lamb/Kingsbridge/Sandyhill Court Internal Works		47		

Project Name	2019/20 In yr virement proposed	2020/21 In yr virement proposed	2021/22 In yr virement proposed	2022/23 In yr virement proposed
Fire precautions multi storey blocks	-341	-885		
Installations of sprinkler systems - multi storey blocks	-458	-623		
Multi Storey blocks door entry system renewal Sandyhill/Bradford Crts	-5	-31		
Fire Risk Assessments	-760			
Delivery Costs	156	367	404	
Bringing Studio Apartments back in use		-8		
Various Locations - bringing bedsits back into use			8	
Delivery Costs		-1		
Delivery Costs		-19		
Northwards Acquisitions		-3		
Stock Acquisitions		-28		
Delivery Costs		-4		
Northwards Housing Programme	1,711	-763	-1,009	
Collyhurst Estate Regeneration	-100		-9,580	
North Manchester New Builds 2		-7,850		
Collyhurst	100	7,850	9,580	1,070
Total Public Sector Housing (HRA) Programme	0	0	0	1,070
Plymouth Grove Refurbishment	-5			
Beaver Rd Primary Expansion	-19			
Lily Lane Primary	-19			
St. James Primary Academy	-26			
Webster Primary Schools	-19			
Basic need - unallocated funds	88			
Universal Infant Free School Meals (UIFSM) - Allocated	266			
Universal Infant Free School Meals (UIFSM) - Unallocated	-266			
Crowcroft Park PS-Rewire	-2			
Broad Oak Primary School Kitchen		146		
All Saints Prim Rewire	-58			
Armitage Prim Windows	-20			
Bowker Vale Prim Heating	5			
Buton Lane Prim Roof	-9			
Cheetwood Prim Heating	16			
Crosslee Comm Heating	1			
Crowcroft Park Roof Repairs	-26			
Higher Openshaw Rewire	-76			
Moston Fields Joinery	-37			

Project Name	2019/20 In yr virement proposed	2020/21 In yr virement proposed	2021/22 In yr virement proposed	2022/23 In yr virement proposed
Ringway Prim Roof	-56			
Sandilands Prim Windows	-17			
St Mary's Junior Windows	-9			
Ringway Primary School	10			
Schools Capital Maintenance - unallocated	278	-146		
Total Children's Services Programme	0	0	0	0
Core Infrastructure Refresh	-26			
Care Leavers Service	-14			
Replacement Coroners System	-60			
ICT Investment Plan	100			
Total ICT Programme	0	0	0	0
Total Manchester City Council Capital Programme	0	0	0	0

Appendix B – Capital Approvals under authority delegated to the Deputy Chief Executive and City Treasurer

Dept	Scheme	Funding	2019/20 £'000	2020/21 £'000	Total £'000
Highways Services	Great Ancoats Improvement Works	External Contribution		231	231
Public Sector Housing	Chimebank S106	External Contribution	34		34
Totals			34	231	265

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Manchester City Council Report for Resolution

Report to: Executive - 11 March 2020

Subject: Wythenshawe Hospital Campus Strategic Regeneration Framework

Report of: Strategic Director (Growth & Development)

Summary

This report sets out a proposed Strategic Regeneration Framework for the Wythenshawe Hospital Campus and its environs. The Manchester University NHS Foundation Trust have developed a draft Framework that seeks to support the development of the Hospital Campus as a sustainable health village over a 10 to 15 years period, enhancing the Hospital Campus site by diversifying uses to include complementary commercial, leisure and retail set within a high quality, greener public realm. These proposed outcomes are in line with the Council's existing Core Strategy policies for the Hospital and its environs. The final version of the Framework will be subject to Executive approval following public consultation.

Recommendations

The Executive is recommended to:

- 1) Endorse the Wythenshawe Hospital Campus Strategic Regeneration Framework in Annex 1 of this report as a basis for public consultation; and
- 2) Request that a further report be brought back to the Executive following the public consultation exercise, summarising the consultation responses and any amendments that have been made to the Framework as a result, in advance of a final version of the Framework being approved by the Executive.

Wards Affected: Baguley

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

Any development proposals for the Wythenshawe Hospital Campus site will contribute towards the city's ambition to be a zero-carbon city by 2038. Delivering net zero carbon ambitions are at the heart of the vision for the transformation of the Wythenshawe Hospital Campus and its environs.

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 transformation of the Wythenshawe Hospital Campus and its environs will sustain and provide additional local employment opportunities as well as contributing towards a rise in productivity and pay in the local economy.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The development of Wythenshawe Hospital Campus and its environs will facilitate the continued economic growth and the prospects of attracting employers in key economic growth sectors. The phased transformation of the hospital site will provide a number of significant construction projects which will provide both training and employment opportunities for the local community.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The development of Wythenshawe Hospital Campus and its environs will create a new high quality environment and provide amenities and facilities that are accessible to the local community.
A liveable and low carbon city: a destination of choice to live, visit, work	The redevelopment of Wythenshawe Hospital Campus and its environs will help contribute a liveable and zero carbon city.
A connected city: world class infrastructure and connectivity to drive growth	The redevelopment of Wythenshawe Hospital Campus and its environs will contribute to the vibrancy and attractiveness of the area.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences

None

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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.

Climate Emergency Motion to Council, Executive, 24th July 2019

1.0 Introduction

- 1.1 This report seeks the Executive's endorsement of the Strategic Regeneration Framework for the Wythenshawe Hospital Campus and its environs for the purpose of then undertaking a public consultation exercise. The draft Framework envisages the development of the Wythenshawe Hospital Campus and its environs as a sustainable health village over a 10 to 15 years period, enhancing the Hospital whilst diversifying uses to include complementary commercial, leisure and retail set within a high quality, greener public realm. These proposed outcomes are in line with the Council's existing Core Strategy policies for the Hospital and its environs. The final version of the Regeneration Framework will be subject to Executive approval, following the public consultation exercise.

2.0 The Wythenshawe Hospital Campus: A Draft Regeneration Framework

- 2.1 Manchester University NHS Foundation Trust (MFT) have developed a draft Strategic Regeneration Framework for the transformation of the Wythenshawe Hospital Campus. This draft is in accordance with the existing Manchester Core Strategy Policy EC12 University Hospital South Manchester Strategic Employment Location. The strategy builds upon the opportunities presented by the existing strengths of the Hospital (as part of one of the largest life science clusters in the region) and those presented by the devolution of health and social care within Greater Manchester to significantly improve health outcomes for residents whilst reducing the barriers that poor health creates.
- 2.2 The draft Framework attached in Annex 1 of this report addresses the opportunities to deliver a range of economic, social and environmental benefits for local residents and across Greater Manchester, whilst also placing net zero carbon ambitions for the Campus at the heart of the strategy. Importantly, the masterplanning work and strategy has considered future changes in accessibility and transport, which may happen over the short, medium to long term including major investment in public transport and other strategic transport infrastructure that will enhance the accessibility of the Site, as well as opportunities for improved walking, cycling and other sustainable transport planning.
- 2.3 The following key objectives are at the forefront of the ambitions set out in the Wythenshawe Campus Strategic Regeneration Framework (SRF):
- To create an enhanced clinical environment that is in line with modern standards and deliver a hospital that is accessible and welcoming for patients and visitors.
 - To achieve net zero carbon development across the masterplan in line with the commitments of MFT, Bruntwood and Manchester City Council.
 - To deliver inclusive growth, ensuring that the local community derives maximum benefit from the investment into the Campus including through job creation, local employment and training opportunities.

- To support a masterplan that provides a range of employment, including jobs that could contribute towards a rise in productivity and pay in the foundational sectors of the economy, such as retail and social care.
- To create world class research facilities to support the work of clinicians and academics in keeping MFT at the forefront of innovative developments in healthcare.
- To ensure that MFT continues to attract the best people to work at the Wythenshawe Campus and to create a safe, efficient and stimulating work environment.
- To maximise the opportunities to develop MFT land for commercial uses which support the work of MFT.

2.4 Within the context of the existing Core Strategy planning policy for Manchester the Wythenshawe Hospital Campus represents a significant new opportunity to contribute towards the economic, social, environmental and health priorities for Greater Manchester, building on its significant advantages and future planning in respect of strategic transport connections and the wider sphere of influence. The draft Strategic Regeneration Framework identifies the following objectives.

Clinical Requirements

2.5 It is an opportunity to rationalise the existing facilities to enable the delivery of modern, efficient clinical facilities that incorporate the latest technology and are designed to meet the health and social care challenges of Greater Manchester, including the ageing population. In addition, there is an opportunity to co-locate these clinical facilities with a wider commercial Research and Development / Training offering that supports the continued success of Wythenshawe Hospital's clinical strengths and expertise.

De-centralising Non Acute Care

- 2.6 There is a clear recognition in the strategy of the GM Health & Social Care Partnership that too many people are treated in hospital when their care needs could be better met elsewhere. This places pressure on services, and is not cost efficient. In addition, it does not always deliver the best outcomes for patients.
- 2.7 The Wythenshawe Hospital Campus presents an opportunity to make provision for alternative models of care that could include step-down pathways for people with urgent care, rehabilitation and / or re-ablement needs, in a manner that will also contribute towards identified social objectives within existing local and national planning policy.
- 2.8 This may include a mix of longer-term accommodation as well as shorter-term apart-hotel style units, where patients can benefit from proximity to hospital care and easier access to home care by specialist clinicians and nursing staff.

- 2.9 Investing in this type of care, which is integrated within a hospital and research and development complex, is also in line with and supportive of Central Government's Industrial Strategies to address the challenges of an ageing population and also growing the med-tech sector.

A Sustainable Health Village

- 2.10 There is a prevention-focused approach to health and social care at Greater Manchester level, which is driven by primary care and an objective to integrate and lead a wider public service community-based model.
- 2.11 New models will look to expand the role of services like leisure and libraries, and to develop alternative community-based approaches.
- 2.12 Through the draft Framework there is an opportunity to create a sustainable health village, which incorporates a range of health and social infrastructure set within a green and welcoming environment that is more attractive to patients and the wider local community.
- 2.13 Bringing facilities together and making connections between social and medical support will help to encourage better health outcomes and strengthen communities, contributing towards established social objectives in existing local and national planning policy.
- 2.14 In delivering new development, there will be a focus on achieving Manchester Foundation Trust and Bruntwood's Net Zero Carbon commitment, in terms of construction, operation and management of buildings, and delivery of care making a clear contribution to the environmental objectives of local and national policy.

Research, Innovation and Education Skills Opportunities

- 2.15 Wythenshawe Hospital has a strong culture of clinical research in specialities including respiratory medicine, academic surgery, academic oncology, cardiology and cardiothoracic surgery and a series of medical specialities.
- 2.16 It has also confirmed that it will be a centre of excellence for heart and lung services and research within MFT.
- 2.17 The Manchester eco-system of healthcare R&D activity also has real strength in diagnostics and MFT has launched the Diagnostics and Technology Accelerator offering industry access to resources from informatics and imaging to genomics and pathology to enable rapid clinical implementation of new technologies in practice.
- 2.18 There is an opportunity to support the further growth in research innovation and implementation of new technologies through the rationalisation of the estate to enable delivery of new clinical facilities, co-location of commercial

R&D space and commercial training, education and potentially simulation facilities.

- 2.19 The Wythenshawe Hospital Campus could also provide space for new medical training facilities, which would act as a driver for academic activity, research and innovation; for example, this could include undergraduate medical facilities (of which there is currently a shortage in Manchester) and a facility for Nursing and Midwifery, where nurses are advanced clinical practitioners.
- 2.20 Such activity would contribute towards the delivery of established economic and social objectives within existing local and national planning policy.

Leveraging the Hospital's Strengths

- 2.21 There is a significant opportunity to leverage the Hospital's knowledge capital and research capabilities to deliver complementary, added-value economic growth through the masterplan, which in turn will contribute towards the continued success of the clinical facilities and delivery of the best health care outcomes.
- 2.22 In the context of the UK and regional market, there is a clear demand for further commercial life science space. The examples of clustering across the region demonstrate the need to cluster a range of companies working within a broad life science sector to create a unique selling point and a position on the national stage. The range of companies could include large internationals and small, local SMEs, a combination that could create value and give a location identity.
- 2.23 Co-locating a commercial cluster with the research and health innovation of an acute hospital gives Wythenshawe Hospital the potential to become the next life science R&D destination within Greater Manchester.
- 2.24 The existing clinical campus is unique. It sits within the Greater Manchester life science cluster, which itself is a strong pull for companies and is a region that competes directly with the golden triangle of Cambridge, Oxford and London. Added to this, the Hospital is an internationally renowned centre for respiratory and cardiac research and clinical services. These specialisms are a subsector of the life-science market and are a strong pull for companies. It is one of the reasons companies like Chiesi Ltd (a drug development company specialising in respiratory medicine) are located in the south Manchester area. However, there is currently insufficient and inadequate accommodation to attract more of these types of occupier.
- 2.25 Delivery of a cluster of strategically located, modern, flexible and appropriately serviced commercial buildings on a clinical campus serviced by an international airport will attract a range of international research and development companies specialising in such fields. In doing so Manchester's track record in fostering new ideas and growth will create the nurtured

environment needed to encourage spins outs and start-ups, meaning a fully integrated and collaborative business park for cardiac and respiratory companies will be created.

- 2.26 Further research into the Manchester market for life sciences space has proven that the anticipated demand for space across Greater Manchester will come from a broad range of users, but the key target areas include:
- Commercial R&D related to respiratory medicine research and clinical activity.
 - Commercial R&D related to cardiac research and clinical activity.
 - R&D activity related to diagnostics and devices across the range of clinical activity at Wythenshawe Hospital Campus.
 - Training facilities for devices and surgical equipment companies.
 - Requirements from businesses where there is an element of light manufacturing/prototyping space, which would be lower specification than space provided elsewhere in Manchester for the sector, and where the agglomeration benefits of proximity to the Wythenshawe Campus is identified as being important to the occupier operational requirements.
- 2.27 Across MFT there is a range of existing relationships and collaborations including with pharmaceutical companies, multi-national medical technology companies and other technology firms that could provide a demand base for new commercial floorspace within the masterplan.
- 2.28 Demand is anticipated for multi-occupancy buildings of modest scale, which are an important part of the eco-system on this type of campus, together with a product that has the flexibility to provide some smaller suites of circa 1,000 sq.ft. to enable small developing companies to utilise the infrastructure in their early stage development.

Key Worker Accommodation

- 2.29 Key worker accommodation in close proximity to the Wythenshawe Hospital Campus will play an important role in attracting and retaining talent, including medical staff and those undertaking research and development.
- 2.30 Whilst there is an existing supply of rental key worker accommodation locally to the site (primarily in apartments), the provision is limited and it is considered that there is scope for further accommodation that would meet both demand from existing clinical staff and future employment growth generated by the proposed commercial uses.
- 2.31 By incorporating this type of accommodation within the Campus, it could contribute towards delivery of affordable housing and diversification of the housing market as well as creating the opportunity for more staff to live within walking or cycling distance of the site, thereby making a contribution towards the achievement of identified economic, social and environmental objectives within existing local and national planning policy.

3.0 Next steps

- 3.1 Subject to the Executive's approval, the intention is that the draft Framework will be the subject of a public consultation exercise that will take place between March and June 2020 involving landowners, local residents, businesses, developers, statutory and non-statutory bodies and other local stakeholders. Feedback will be gathered to help refine and finalise the Framework.
- 3.2 Once the representations have been assessed, a final version of the Framework, incorporating any necessary amendments, will be brought back to a future meeting of the Executive for consideration and approval.

4.0 Concluding Remarks

- 4.1 The benefits to be secured for Wythenshawe, Manchester and Greater Manchester that arise from the proposals set out in the draft Framework for the Wythenshawe Hospital Campus and its environs are potentially very significant. New employment and apprenticeship opportunities, new amenities, new health and social care facilities and services along with a very clear commitment to securing zero carbon outcomes that should arise from the proposals to remodel the Hospital estate are to be welcomed. Other proposals contained in the draft Framework will support a continued strengthening of Greater Manchester's position as a leader in clinical research and innovation particularly in respect of heart and lung services and the commercialisation of research that attracts companies and employers in Manchester's key growth sectors. The economic growth and employment that should flow from the realisation of these opportunities is similarly to be welcomed.

5.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 5.1 The transformation of the Wythenshawe Hospital Campus and its environs will sustain and provide additional local employment opportunities as well as contributing towards a rise in productivity and pay in the local economy.

(b) A highly skilled city

- 5.2 The development of Wythenshawe Hospital Campus and its environs will facilitate the continued economic growth and the prospects of attracting employers in key economic growth sectors. The phased transformation of the hospital site will provide a number of significant construction projects which will provide both training and employment opportunities for the local community.

(c) A progressive and equitable city

- 5.3 The development of Wythenshawe Hospital Campus and its environs will create a new high quality environment and provide amenities and facilities that are accessible to the local community.

(d) A liveable and low carbon city

- 5.4 The redevelopment of Wythenshawe Hospital Campus and its environs will help contribute a liveable and zero carbon city.

(e) A connected city

- 5.5 The redevelopment of Wythenshawe Hospital Campus and its environs will contribute to the vibrancy and attractiveness of the area.

6.0 Key Policies and Considerations

(a) Equal Opportunities

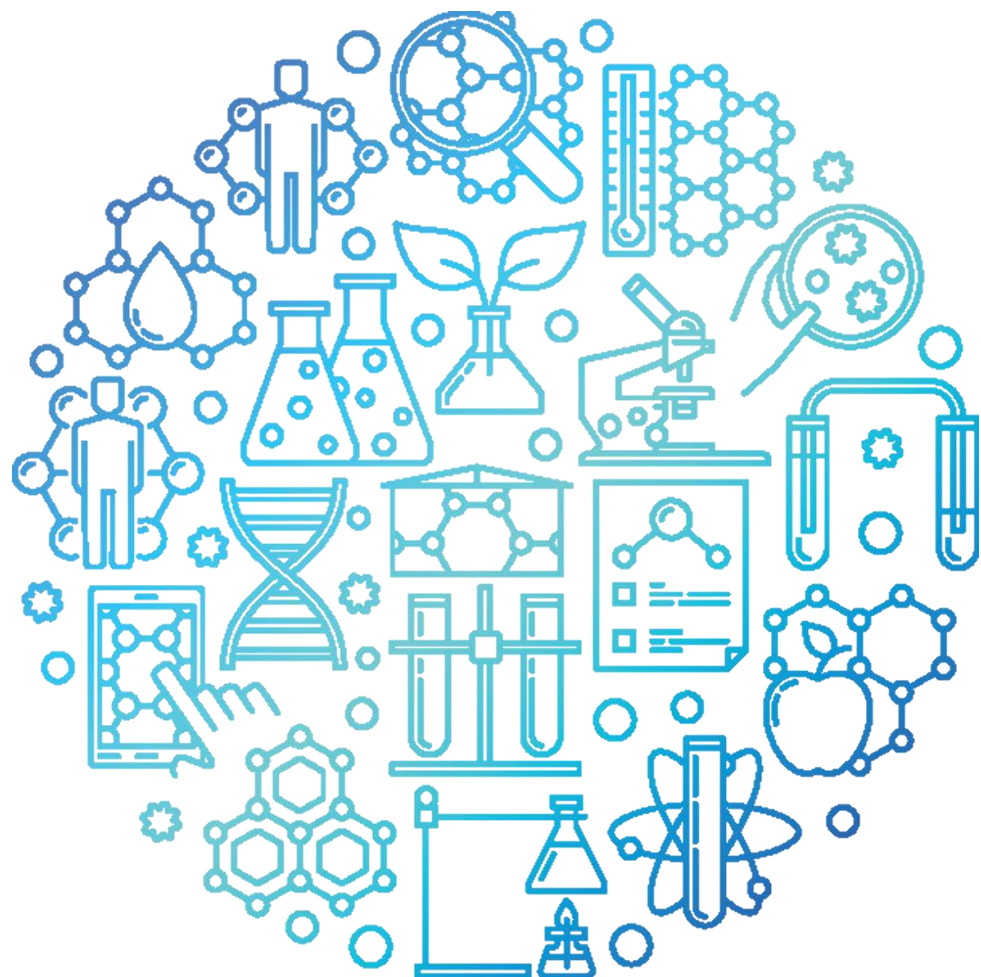
- 6.1 The draft Wythenshawe Hospital Strategic Regeneration Framework will be consulted on with a wide range of stakeholders, enabling all interested parties to engage in the process.

(b) Risk Management

- 6.2 None directly.

(c) Legal Considerations

- 6.3 The draft Framework, if endorsed by the Executive, will be subject to public consultation. The Executive will then receive a final version of the draft Framework which will consider the responses raised. Ultimately, if the document is approved following the public consultation, it will become a material consideration for the Council in determining planning applications as the local planning authority.



**Wythenshawe Hospital Campus Strategic
Regeneration Framework**

DRAFT FOR MCC EXECUTIVE COMMITTEE – March 2020

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Executive Summary

1. Wythenshawe Hospital and adjacent land is long established within planning and regeneration policy as an opportunity for transformational change. This is recognised within the Core Strategy allocation (Policy EC12 University Hospital South Manchester Strategic Employment Location), which identifies that it will provide opportunities for Hospital expansion together with complementary economic development that can take advantage of the close links to the Hospital. It is further acknowledged through the draft Greater Manchester Spatial Framework, in a proposed allocation for development of the southern part of the site as a strategic employment location (draft GM11 Roundthorn Medipark Expansion). Manchester University NHS Foundation Trust and Bruntwood have developed a masterplan to support the development of Wythenshawe Hospital Campus as a sustainable health village over a 10 to 15 years period, enhancing the Hospital whilst diversifying uses to include complementary commercial, leisure and retail set within a high quality, greener public realm.
3. The vision is to deliver exceptional health care and clinical facilities alongside inclusive growth, including local jobs that contribute towards a rise in productivity and pay in the foundation economy, within an environment that is welcoming for all. Net zero carbon ambitions are at the heart of the vision.
4. The strategy builds upon the opportunities presented by the devolution of health and social care, as well as existing Hospital strengths, including its research specialisms and unique position within the Greater Manchester life science cluster. It responds to the development potential of the wider sphere of influence and committed growth of the sustainable transport network.
5. There will be no disruption to services of the Hospital, which will remain in operation – the phasing strategy allows for initial

development on a vacant plot and for buildings to be decanted as new space is created to accommodate facilities.

6. The framework sets out principles to inform development at Wythenshawe Hospital Campus in a way that will create a range of benefits for local residents and the City Region, including:



7. These principles include:





1 Introduction

Project Background and Purpose of the Framework

- 1.1 Manchester University NHS Foundation Trust (MFT) and Bruntwood, in consultation with Manchester City Council and other key stakeholders has developed a masterplan and strategy for the transformation of the Wythenshawe Hospital Campus in accordance with *Manchester Core Strategy Policy EC12 University Hospital South Manchester Strategic Employment Location*).
- 1.2 The strategy builds upon the opportunities presented by the existing strengths of the Hospital (as one of the largest life science clusters) and the devolution of health and social care, to significantly improve health outcomes for residents whilst reducing the barriers that poor health creates.
- 1.3 It addresses the opportunities to deliver a range of economic, social and environmental benefits for local residents and the City Region, whilst also placing net zero carbon ambitions for the Campus at the heart of the strategy.
- 1.4 Importantly, the masterplanning work and strategy has been designed to ensure that Hospital services will not be disrupted or reduced as it is delivered and it has considered future changes in accessibility and transport, which may happen over the short, medium to long term. This includes major investment in public transport and other strategic transport infrastructure that will enhance the accessibility of the Site, as well as opportunities for improved walking, cycling and other sustainable transport planning.

- 1.5 In short, the following key objectives are at the forefront of the ambitions set out in the Wythenshawe Hospital Campus Strategic Regeneration Framework (SRF):
- To create an enhanced clinical environment that is in line with modern standards and deliver a hospital that is accessible and welcoming for patients and visitors.
 - To achieve net zero carbon development across the masterplan in line with the commitments of MFT, Bruntwood and Manchester City Council.
 - To deliver inclusive growth, ensuring that the local community derives maximum benefit from the investment into the Campus including through job creation, local employment and training opportunities.
 - To support a masterplan that provides a range of employment, including jobs that could contribute towards a rise in productivity and pay in the foundational sectors of the economy, such as retail and social care.
 - To create world class research facilities to support the work of clinicians and academics in keeping MFT at the forefront of innovative developments in healthcare.
 - To ensure that MFT continues to attract the best people to work at the Wythenshawe Hospital Campus and to create a safe, efficient and stimulating work environment.
 - To maximise the opportunities to develop MFT land for commercial uses which support the work of MFT.

Framework Boundary and Policy Context

- 1.6 The objectives and land use aspirations set out within this document have been considered in the context of long established planning policy and regeneration priorities for the Wythenshawe Hospital Campus Site and the adjoining Roundthorn Industrial Estate, together with emerging priorities identified within the draft Greater Manchester Spatial Framework (GMSF).
- 1.7 The Framework Area boundary (Figure 1.1) is broadly bound by Tilson Road to the north, Clay Lane to the east, the Jurassic Car Park to the south and Floats Road to the west.
- 1.8 The majority of the proposed Framework Area boundary falls within *Manchester's Core Strategy Policy EC12* allocation. This policy confirms support for the expansion of the site in relation to health care, bio-science and pharmaceuticals.
- 1.9 In addition, *Policy EC12* acknowledges that the Site will provide opportunities for complementary economic development including uses directly ancillary to the expanded role of the hospital and research and development / manufacturing uses which can take advantage of close links to the Hospital. It notes that the vision is to create an internationally significant 'mediparc' which generates wealth, employment and increased productivity through activities directly linked to research-led healthcare innovation.
- 1.10 As reflected in the objectives of this SRF, *Policy EC12* also references the need for improvements in accessibility and emphasises the importance of providing employment opportunities to support surrounding areas, notably Wythenshawe, by providing high skilled and less skilled employment.

- 1.11 At the south western corner of the proposed Framework Area boundary, a small area of the Site falls within the current Green Belt boundary. Inclusion of this area of land reflects draft proposals to amend the Green Belt boundary, including the introduction of a major strategic employment location to the south, on land owned by Manchester City Council. This area of land is reflected in *draft GMSF Policy GM Allocation 11 Roundthorn Medipark Extension*, which identifies that area of land as having potential to deliver around 86,000 sq. m. of office focused floorspace.
- 1.12 Until such time, and only if, the GMSF has been progressed and adopted in this regard, it is not envisaged that detailed proposals will come forward for this area of land. If they did, then, it is fully acknowledged that those proposals would need to be considered in line with the adopted Development Plan and National Policy, including those policies that relate to the protection of Green Belt land.

Wider Sphere of Influence

- 1.13 A wider sphere of influence (Figure 3.12) has also been considered in terms of permeability, wayfinding and interaction of uses.
- 1.14 The wider sphere of influence includes the following:
- **Wythenshawe** – lying to the east of the Framework Area is a large residential neighbourhood, predominantly derived from the creation of council housing in the early twentieth century. Uses within the area include existing residential communities and social infrastructure, such as schools and associated playing fields, religious institutions, GP and dentist practices, retail and leisure facilities, and parks (including Rodger's Park, Baguley Park and Newall Green Nature Area). There is an opportunity for connectivity

between the Framework Area and the existing residential communities to be improved.

- **Roundthorn Industrial Estate** – to the north, the estate comprises of 200 acres of industrial land. The majority owners of the estate, Bluemantle, have undertaken a comprehensive refurbishment programme in recent years to improve and provide new office and industrial properties. The estate benefited from inclusion within the Manchester Airport Enterprise Zone, which was established in January 2012. This has seen improvement in terms of rental income and occupier profile, which includes business within the Information Technology (IT) and built environment sectors, as well as offices for distribution companies. There is an opportunity to improve physical and functional connections between the Framework Area and the Roundthorn Industrial Estate and also the physical appearance of frontages to Southmoor Road, a key movement corridor and approach to Wythenshawe Hospital Campus. The Estate is identified as an Economic Improvement Zone and an area suitable for economic development in line with *Core Strategy Policy EC10 Wythenshawe*.
- **Manchester City Council owned land** – to the south of the Jurassic Car Park is an area of Green Belt land identified within the draft *GMSF (Allocation 11)* for office-led development complementing the wider proposals for the Wythenshawe Hospital Campus, Roundthorn Industrial Estate and Timperley Wedge. This follows representations made to the *GMSF* by Manchester City Council in terms of promoting this site as a strategic location for employment use, building on major investment at the Airport, planned major investment in transport infrastructure and proximity to the Wythenshawe Hospital Campus. Any development would need to consider the sequential approach to flood risk management, which is likely to result in more sensitive

development furthest from Fairywell Brook. In addition, there are existing school playing fields and listed buildings at Newall Green. Any new development would need to consider the relationship with these assets in accordance with the requirements of local and national planning policy

- **Timperley Wedge** – to the south is an area of Green Belt land that forms a proposed strategic allocation within the emerging *draft GMSF (Allocation 46)*. It has also been allocated in the Trafford Local Plan (2012) (forming part of *Davenport Green, Policy R4: Green Belt, Countryside and Other Protected Open land*). Falling within the administrative boundary of Trafford Metropolitan Borough Council (Trafford MBC), the Timperley Wedge site could accommodate substantial residential and employment development over a number of years and is expected to be a critical part of Greater Manchester's plans to deliver the homes and employment space that the region requires. Enhancements to the road and Metrolink (including the Manchester Airport Metrolink Western Leg Extension and a new spine road to provide access and improve east west connections), as well as community, green and blue infrastructure (including enhancement of Fairywell Brook and Timperley Brook) would be required to facilitate development at Timperley Wedge. An area of Green Belt would be retained between Timperley Wedge, Well Green and Hale Barns. Masterplanning and feasibility work in respect of the Timperley Wedge allocation is on-going by Trafford MBC and other landowners and key stakeholders. This area also contains Hale Country Club and Spa, as well as Bowden RUFC's ground.
- **Manchester Airport** – to the south east, it is one of the country's premier airports and the third busiest in Great Britain, with two runways and three terminals. The airport offers flights to more than 200 destinations across more than 70 airlines, with connections domestically and

internationally, including direct flights to destinations in South East Asia and North America. In 2019, it flew more than 29 million passengers (representing a 3.9% increase year on year). It is one of the major economic drivers of the City Region and continues to grow, with circa 19,000 people employed directly on site. Manchester Airport is undergoing substantial improvement works as part of a £1 billion transformation programme to upgrade facilities within its terminals – the Manchester Airport Transformation Programme (MAN-TP). In addition, the adjacent Airport City masterplan area will deliver approximately 5 million sq.ft. of floorspace encompassing offices, advanced manufacturing and logistics facilities, hotels and retail. In the longer term, Manchester Airport is proposed to have a rail station connecting into HS2. *Core Strategy Policy MA1 Manchester Airport* allocates this area as a strategic employment site.

Project Partners

- 1.15 The Wythenshawe Hospital Campus SRF is being led by MFT and Bruntwood, in conjunction with Manchester City Council.

Manchester University NHS Foundation Trust

- 1.16 MFT was formed on 1 October 2017 following the merger of Central Manchester University Hospitals NHS Foundation Trust and University Hospital of South Manchester NHS Foundation Trust.
- 1.17 MFT is one of the largest acute Trusts in the UK, employing over 20,000 staff. It is responsible for running a family of nine hospitals across six separate sites. MFT provides a wide range of services from comprehensive local general hospital care through to highly specialised services.
- 1.18 It is the main provider of hospital care to approximately 750,000 people in Manchester and Trafford. It is the single

biggest provider of specialised services in the North West of England.

- 1.19 MFT's vision is to improve the health and quality of life of a diverse population.
- 1.20 This will be achieved by building an organisation that:
- excels in quality, safety, patient experience, research, innovation and teaching;
 - attracts, develops and retains great people; and,
 - is recognised internationally as a leading healthcare provider.
- 1.21 In November 2019, MFT joined the Greater Manchester Combined Authority (GMCA) and the Greater Manchester Health and Social Care Partnership (GMHSCP) in declaring a climate emergency, publicly recognising the threat that climate change poses to the world.
- 1.22 In January 2020, MFT published an updated version of its Sustainable Development Management Plan (The Masterplan: Making Sense of Sustainable Healthcare 2018-2023) reflecting new carbon reduction targets.
- 1.23 MFT already has a strong focus on sustainability, as outlined in Section 5 of this document; it has now commenced work on translating its net zero carbon commitment into a defined action plan.

Bruntwood

- 1.24 Bruntwood is a leading property company, which owns, lets and manages outstanding buildings, workspace, innovation and science facilities through Bruntwood SciTech and Bruntwood Works.

- 1.25 Bruntwood's commitment to creating thriving cities has helped it to grow into a company with more than £1 billion in assets under ownership across more than 100 landmark properties, a development pipeline of £1.4bn, and a team of more than 800 people working across the group.
- 1.26 Alongside the City Council, as part of a group of sixty pioneer organisations in Manchester, Bruntwood has signed up to play its part in meeting the goal to become a zero carbon city by 2038.
- 1.27 Chris Oglesby, CEO of Bruntwood, is a member of the Manchester Climate Change Board (MCCB) and has affirmed the company's commitment to achieving a net zero carbon future, together with the pledge to the Green Building Council's (GBC) Net Zero Carbon Commitment (aiming for new buildings to be net zero carbon by 2030 and older buildings by 2050).
- 1.28 Bruntwood also demonstrate a strong commitment to social value, donating 10% of profits each year to local causes (investing in arts and culture, education and skills, sustainability and the health and wellbeing of the people in the cities in which they operate).

MFT and Bruntwood Strategic Partnership

- 1.29 MFT and Bruntwood are working together within an innovative 10-year strategic property partnership, to support the delivery of clinical care, research and innovation, as well as the future development of MFT's estate.
- 1.30 The partnership brings together the expertise and capability of both partners and is playing an important role in supporting Manchester's bid to become an international centre of biomedical sciences, where science is translated into new diagnostics, treatments and health services.

- 1.31 The development and on-going expansion of Citylabs adjacent to the MFT estate on the Oxford Road Corridor is a live example of the partnership. In this case it is based on a joint venture between Manchester Science Partnerships (MSP) - the UK's leading science and technology park operator – and MFT.
- 1.32 Its effectiveness has been demonstrated by how it has accelerated collaboration between the NHS, scientific and academic communities, and industry on the largest clinical academic campus in Europe.
- 1.33 Citylabs provides opportunities for health and medical technology businesses to co-create new health products in collaboration with the NHS and academia, and is aligned with the NHS's 'Innovation, Health and Wealth' agenda.

Professional Team

- 1.34 The SRF has been prepared by Deloitte Real Estate with input from BDP (masterplanning), Bruntwood (commercial), Curtins (transport) and MFT, Hoare Lea and RLB (sustainability).

Stakeholder Engagement and Initial Consultation

- 1.35 In preparing this report, the team has met or had dialogue with a range of stakeholders who have helped inform the masterplan and development principles. These include:
- Manchester City Council Planning, Regeneration and Highways
 - Trafford MBC and Trafford Highways
 - Highways England
 - Transport for Greater Manchester (TfGM)
 - HS2 Ltd

- Wythenshawe Community Housing
- Bluemantle
- Manchester Airport Group
- Royal London

1.36 Initial consultation has also been undertaken with the following stakeholders:

- MFT Project Steering Group
- Local Ward Councillors
- Member of Parliament

1.37 Initial information has been shared with Wythenshawe Hospital Staff.

Framework Structure

1.38 This Framework is structured as follows:

- **Chapter 1 – Introduction:** setting the scene for the SRF.
- **Chapter 2 – Planning Policy Context:** sets out the Development Plan policies and other material planning considerations within which the SRF has been designed to sit.
- **Chapter 3 – Strategic Context:** explaining the economic and strategic context within which the vision and guidance for the SRF area has been formulated, including an analysis of the current facilities at Wythenshawe Hospital.
- **Chapter 4 – Vision for Wythenshawe Hospital Campus:** presenting a concise summary of the aspiration for the SRF area in a manner that can deliver on established planning policy objectives.
- **Chapter 5: Overarching Development Principles:** outlining the development principles for the Wythenshawe Hospital

Campus within the framework of sustainable development and planning policy context, including a summary of public benefits that would be delivered to Wythenshawe, Manchester and the North West and an indicative phasing and delivery strategy.

Document Status and Commitment to Consultation

1.39 The SRF is not a planning policy document, but it has been drafted in the context of supporting future development proposals that will deliver Manchester's strategic priorities – economic, social and environmental - as well as complementing the City's other regeneration initiatives.

1.40 The draft SRF will initially be reported to Manchester City Council's Executive Committee for endorsement as a basis for consultation. A 6 week consultation period will thereafter follow where all staff, the local community, landowners, other interested parties and the general public will be consulted and have the opportunity to ensure that the final version of the draft has been properly informed by their views.

1.41 All comments received during formal consultation will be carefully considered and addressed. In addition, the outcome of the consultation process will be summarised and presented to the Executive Committee for their consideration prior to final endorsement of the SRF.

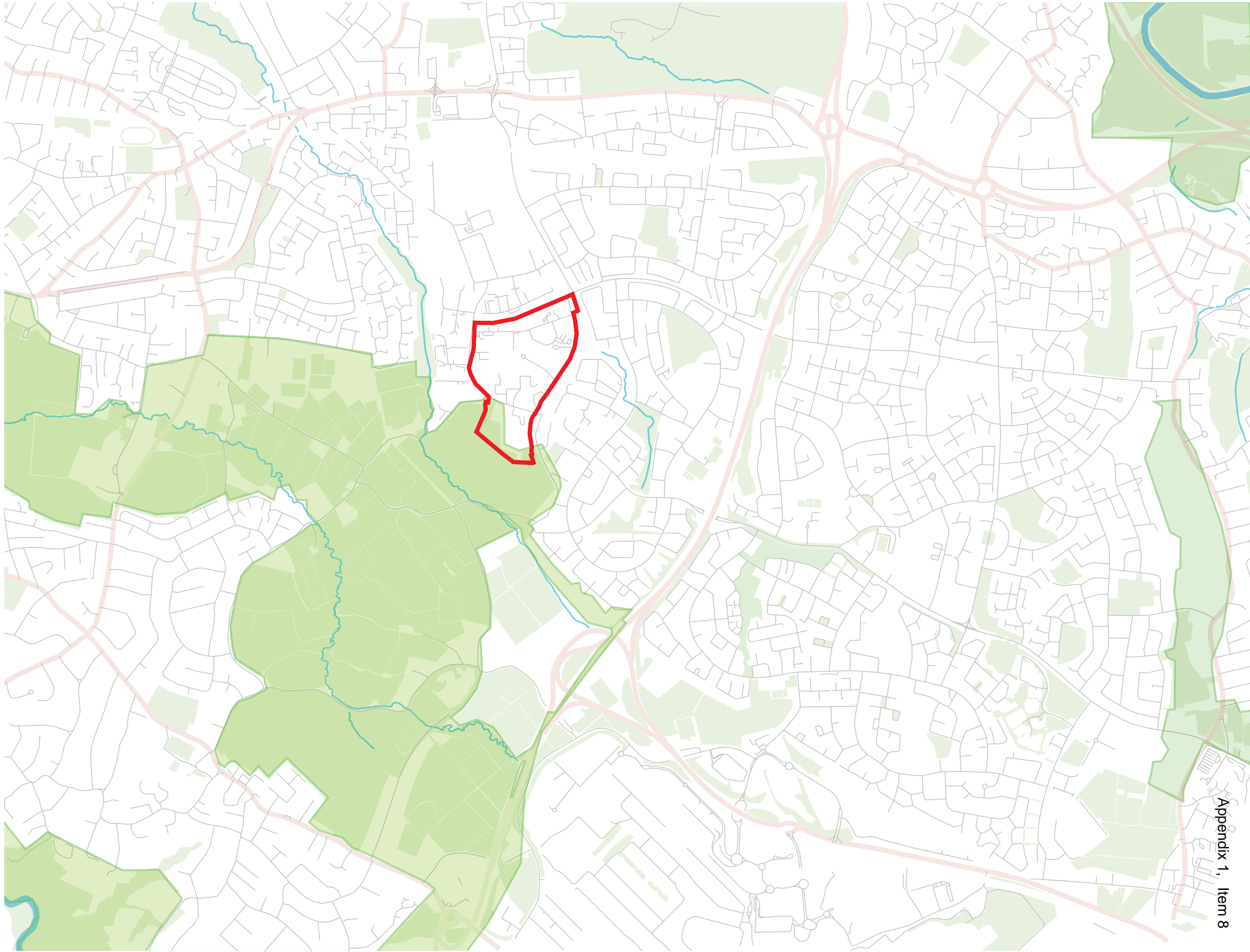
1.42 Once endorsed by Manchester City Council, the Wythenshawe Hospital Campus SRF will act as a material consideration to be considered by the Local Planning Authority in the determination of future planning applications; however, notwithstanding this point, where new development is proposed, it will continue to be necessary to determine such proposals through the statutory planning process, on the basis of a full and robust assessment in accordance with national and local policy, as well as any other additional material considerations.

 Framework Area Boundary

**Wythenshawe Campus SRF
Wider Site Analysis**

Figure 1.1
Site Boundary

0 100 200 500



- Wythenshawe Hospital Site
- MCC owned land
- Private Comany Owned Area
- Ownership Information not available from Land Registry
- MFT Area
- Trafford Borough Council Area
- Transport for Greater Manchester
- Private Individual Owned Area

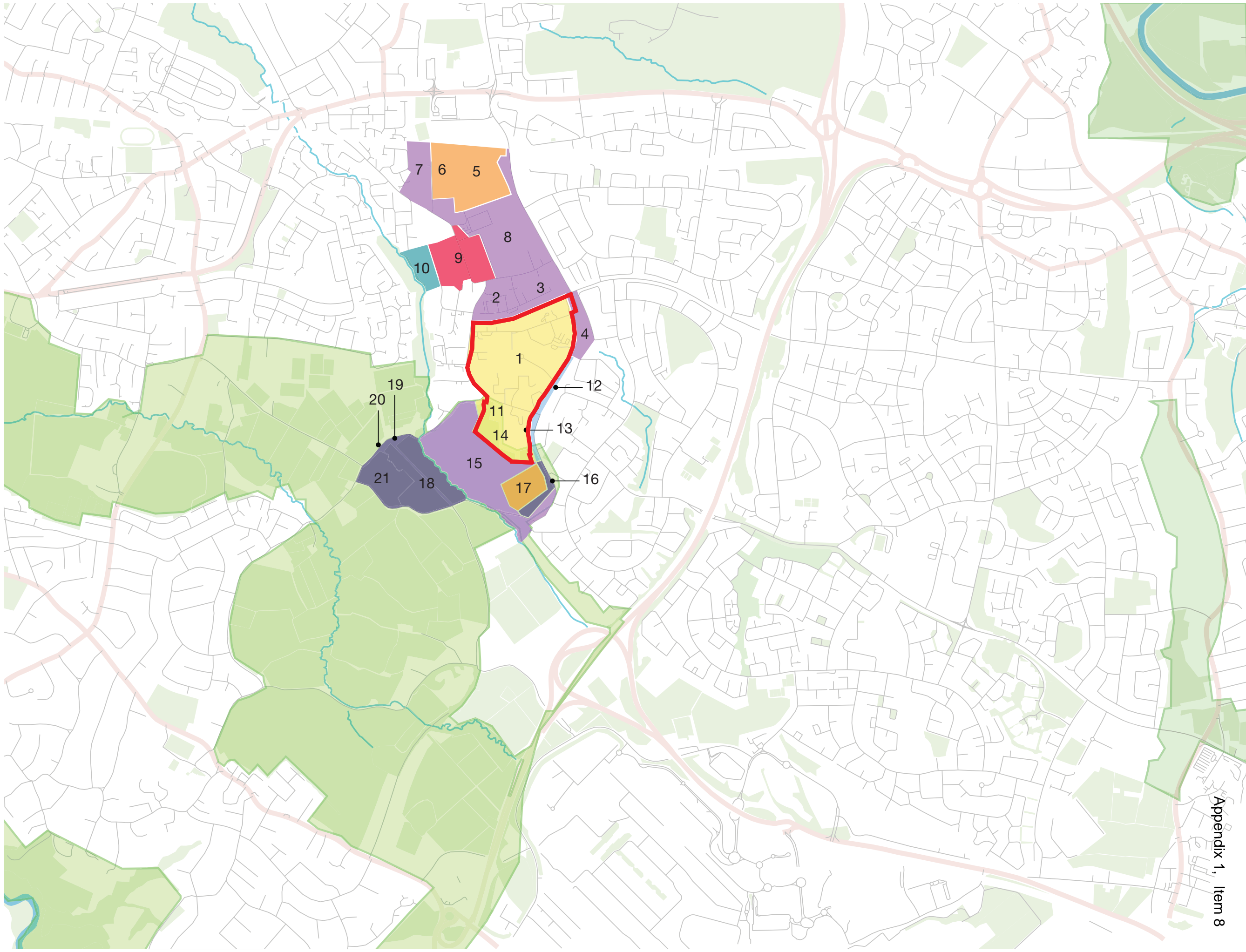
- 1. GM 750837 (FH) MFT
- 2. MAN 32470 (FH) MCC*
- 3. MAN 32597 (FH) MCC*
- 4. MAN 32733 (FH) MCC*
- 5. GM831524 (FH) Summer Estate Holdings Ltd
- 6. GM 886121 (FH) DSV Rd Ltd
- 7. MAN 13300 (FM) MCC*
- 8. MAN 12027 (FM) MCC*
- 9. MAN 13023 (FM) Not available
- 10. GM382943 (FM) Trafford Borough Council
- 11. GM818989 (FM) MFT
- 12. MAN 12705 (FM) TFGM
- 13. GM772746 MFT
- 14. GM942979 (FH) MFT
- 15. MAN 28337 MCC
- 16. MAN54675 (FH) Individual
- 17. MAN245682 Prospere Learning Trust
- 18. MAN108996 Wilfred R.H. Woodlands Farm
- 19. GM324139 Individuals
- 20. GM806951 Individual
- 21. GM195290

Wythenshawe Campus SRF
Wider Site Analysis

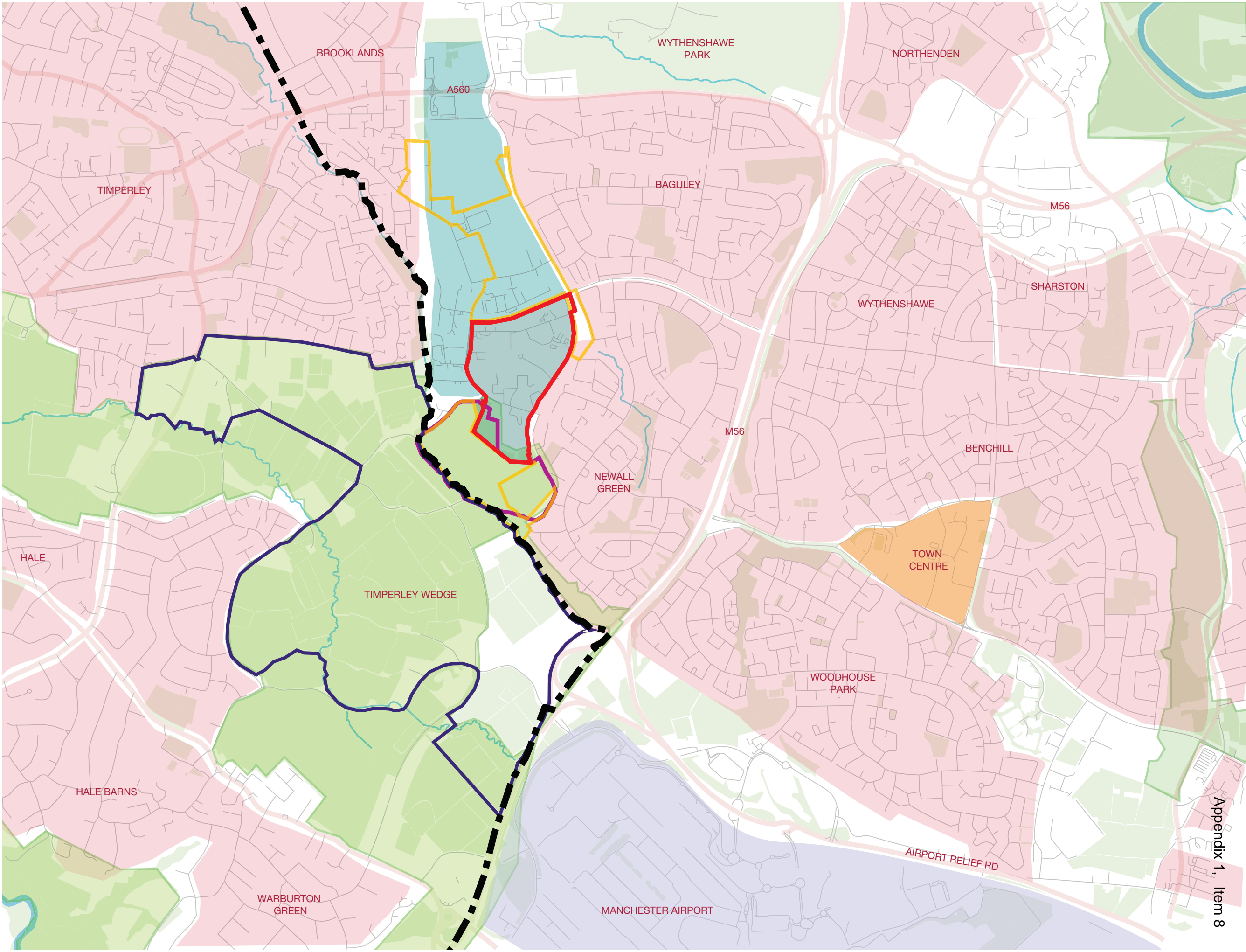
Figure 3.15
Existing Land Ownership

0 100 200 500

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- Wythenshawe Hospital Site
- Roundthorn Industrial Estate
- MCC owned land
- Timperly Wedge - Allocation 46 (draft GMSF)
- Manchester Airport & Airport City
- Residential Areas
- Wythenshawe Town Centre
- Trafford / Manchester City Council Boundary
- Roundthorn Medipark Expansion Allocation II (draft GMSF)



2 Planning Policy Context

Manchester's Development Plan Documents

- 2.1 Manchester adopted its Core Strategy in 2012. The Core Strategy sets out the City Council's vision for Manchester to 2026, along with the planning policies that provide the framework for delivering that vision. It is proposed to refresh the Core Strategy in light of the emerging draft GMSF; the first stage of consultation in this process (Issue and Options Paper) was opened by Manchester City Council on 7 February 2020. The review of the Core Strategy will be an opportunity to consider the most appropriate planning policy for the City.
- 2.2 Wythenshawe Hospital Campus falls within the Wythenshawe Policy Area, and is allocated within *Policy EC12 as the University Hospital South Strategic Employment Location*.
- 2.3 As such it has the potential to contribute to a number of Manchester's key strategic policy objectives, as noted below.
- 2.4 Figure 3.16 identifies the Core Strategy policy designations.

Economic Development

Policy EC12 (University Hospital South Manchester Strategic Employment Location)

- 2.5 The Framework Area has plans to expand its operation, emphasising its role in key health care areas, bio-science and pharmaceuticals (totalling 1.3 hectares by 2027). Hospital expansion will include a mix of education and conference facilities, clinical trial labs, fitness/well-being centre, an

innovation centre, incubator units, a hotel and ancillary offices.

- 2.6 In addition, the following economic development policies are also of relevance to the Wythenshawe Hospital Campus:

Policy SP1 (Spatial Principles)

- 2.7 The growth of Manchester Airport will act as a catalyst for the regional economy, and will also provide the impetus for a second hub of economic activity in this part of the City.

Policy EC1 (Employment and Economic Growth in Manchester)

- 2.8 50 hectares of employment space is intended for Manchester Airport and the surrounding area.

Policy EC10 (Wythenshawe)

- 2.9 Wythenshawe is expected to provide 55ha of employment land within B1a offices, B1b/c research and development and light industry and B8 logistics and distribution.
- 2.10 The Campus will be suitable for growth related to healthcare, biosciences and ancillary offices.

Design and Environment

Policy EN1 (Design Principles and Strategic Character Areas)

- 2.11 All development is expected to follow the seven principles of urban design and have regard to the strategic character area in which the development is located.

- 2.12 The key focal points for activity in Wythenshawe are the transport corridors, hospital and District Centres. The principle features to be retained in any new development is the sense of the existing low rise suburban character set within a soft landscape.

Policy EN8 (Adaptation to Climate Change)

- 2.13 All new development will be expected to be adaptable to climate change in terms of design, layout, siting and function of both buildings and associated external spaces. Developers should have regard to: minimisation of flood risk; reduction in urban heat island effect through use of green infrastructure; need to control overheating through passive design; and, the opportunity to provide linked and diverse green space to enhance natural habitats.

Policy EN9 (Green Infrastructure)

- 2.14 The Council will encourage developers to enhance the quality and quantity of green infrastructure, improve the performance of its functions and create and improve linkages to and between areas of green infrastructure.

Policy EN13 (Green Belt)

- 2.15 The extent of Green Belt in Manchester will be amended in the vicinity of Manchester Airport. This does not preclude further consideration of sites currently within the Green Belt through subsequent Development Plan Documents.

Policy EN14 (Flood Risk)

- 2.16 Development should be directed away from sites at the greatest risk of flooding. All new development should minimise surface water run-off, including through the use of sustainable drainage systems (SuDs) and the appropriate use of green infrastructure.

Policy EN15 (Biodiversity and Geological Conservation)

- 2.17 Developers will be expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity, either on-site or adjacent to the site, contributing to linkages between valuable or potentially valuable habitat areas where appropriate.

Policy EN16 (Air Quality)

- 2.18 The Council will seek to improve the air quality within Manchester, and particularly within Air Quality Management Areas. Developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by development, as well as emissions created by the use development.

Energy and Sustainability

Policy EN5 (Strategic Areas for low and zero carbon decentralised energy infrastructure)

- 2.19 District Centres and associated major development sites have been identified to play a major role in achieving an increase in the level of decentralised, low and zero carbon energy supplies available.

Transport

Policy SP1 (Spatial Principles)

- 2.20 New development should maximise the potential of the City's transport infrastructure, in particular promoting walking, cycling and use of the public transport.

Policy EC 10 (Wythenshawe)

- 2.21 Development and infrastructure provision will be supported that strengthens transport connections between Roundthorn Industrial Estate, the Wythenshawe Hospital Campus, Airport City and Manchester Airport. The Council will seek to

maximise the opportunities to enhance this spatial cluster of key employment uses.

Policy T1 (Sustainable Transport)

- 2.22 Encourages a modal shift away from car travel to public transport and will support proposals that: promote regeneration and economic vitality by relieving traffic congestion and improving access to jobs and services; and, improve pedestrian routes and environment.

Policy T2 (Accessible areas of opportunity and need)

- 2.23 Priority will be given to ensuring good links between Wythenshawe residents and the Airport, and further employment opportunities in Stockport, Trafford and the Regional Centre.

Residential Development

Policy SP1 (Spatial Principles)

- 2.24 For areas outside of the Regional Centre, the emphasis is on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres that meet local needs.

Policy H1 (Overall Housing Provision)

- 2.25 Approximately 60,000 new dwellings will be provided for in Manchester between March 2009 and March 2027.
- 2.26 Proposals for new residential development should take account of the need to contribute to creating mixed communities by providing house types to meet the needs of a diverse and growing Manchester population.

Policy H7 (Wythenshawe)

- 2.27 Wythenshawe is expected to accommodate only around 3% (1,830 units) of residential development over the lifetime of the Core Strategy. New high quality high density

development will be encouraged within the district centres and where it complements Wythenshawe's garden city character.

Saved Policies of the Manchester Unitary Development Plan

Saved Policy WW11

- 2.28 The Council, working jointly with MFT, will improve accessibility to the Hospital. The policy justification identifies an acute problem of on-street parking and poor traffic flow around the Hospital; it is essential that accessibility for hospital traffic be improved.

Other Material Considerations

Guide to Development in Manchester SPD (2007)

- 2.29 The Guide to Development in Manchester was adopted in April 2007. The guide reflects the growing recognition of the importance of well-designed and well maintained neighbourhoods in supporting sustainable development and neighbourliness.
- 2.30 The guide places significant importance on new development creating a 'sense of place' under seven key principles:
- character and context;
 - continuity and enclosure;
 - legibility;
 - ease of movement;
 - quality of the public realm;
 - diversity; and
 - adaptability.

2.31 The SPD states that increased development density can be appropriate where it is necessary to reinforce community identity, promote a more economic use of land, increase demand for local facilities and contribute to safer streets.

2.32 Developments should be informed, both in terms of design and layout, by the wider context.

National Planning Policy Framework (2019)

2.33 The National Planning Policy Framework (NPPF) is a material consideration in the determination of planning applications and sets out the Government's planning policies for England and how these are expected to be applied.

2.34 At the heart of the NPPF is a presumption in favour of sustainable development; the golden thread running through plan-making and decision taking. The NPPF notes that there are three dimensions to sustainable development:

2.35 **An economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

2.36 **A social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and,

2.37 **An environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment;

including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution.

Promoting Healthy and Safe Communities

2.38 Paragraph 91 of the NPPF identifies that planning policies and decisions should aim to achieve healthy, inclusive and safe places.

2.39 Policies should plan positively for provision and use of shared spaces, community facilities and other local services that enhance the sustainability of communities (Paragraph 92).

Making effective use of land

2.40 Paragraph 118 of the NPPF sets out that planning decisions should encourage multiple benefits from both urban and rural land, including through mixed use schemes and taking opportunities to achieve net environmental gains.

2.41 Paragraph 121 of the NPPF expects local planning authorities support proposals to make more effective use of sites that provide community services such as schools and hospitals, provided this maintains or improves the quality of service provision and access to open space.

Local Regeneration Priorities




Wythenshawe Strategic Regeneration Framework (2004)

2.42 The Wythenshawe SRF (2004) set out the vision for Wythenshawe over a 10 to 15 year period; whilst it remains a material consideration its weight is now limited.

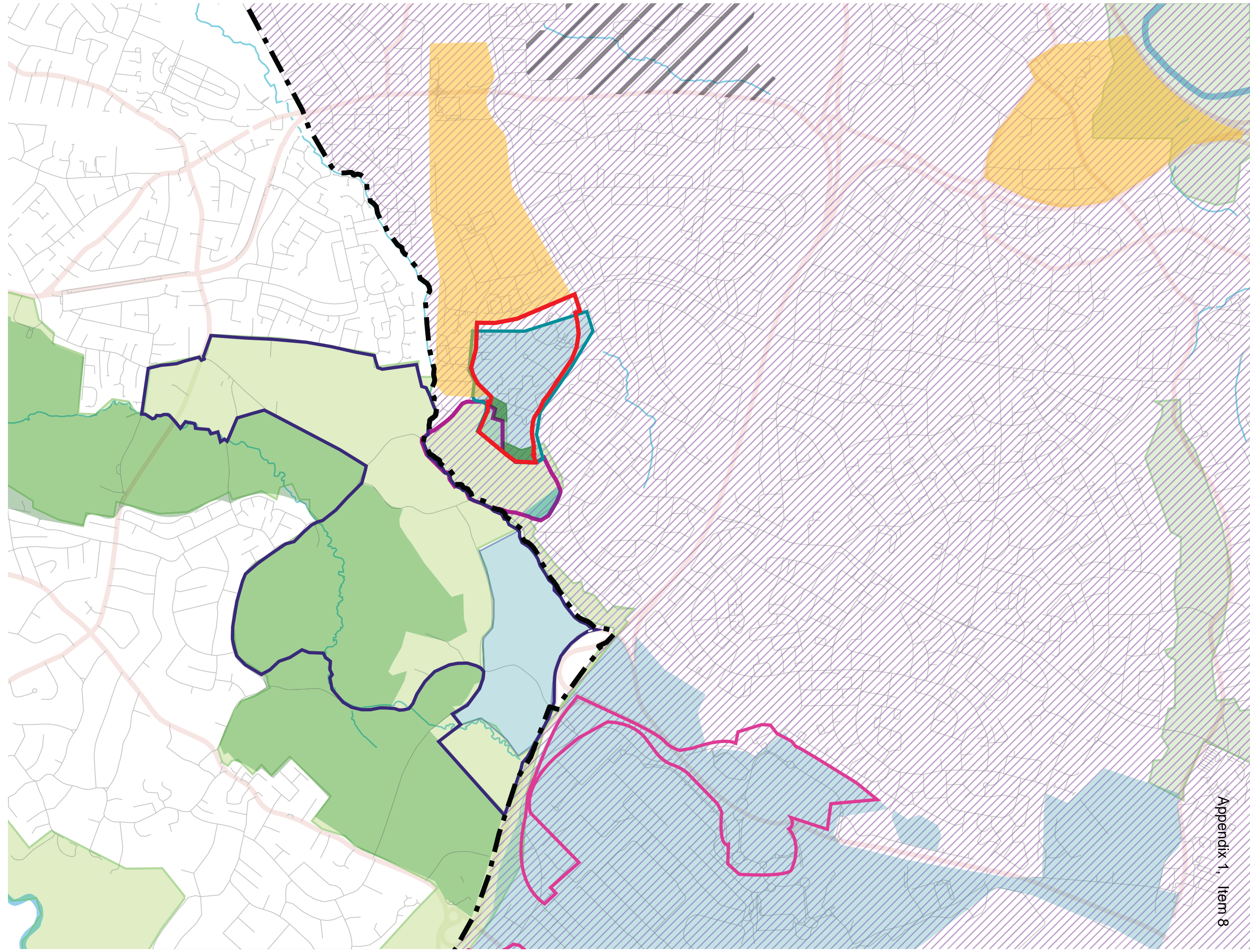
2.43 The Wythenshawe Hospital Campus is identified as a healthcare/education zone.

Trafford MBC Core Strategy (2012)

- 2.44 The Framework Area is located directly to the west of the Manchester and Trafford border and the proposed Timperley Wedge allocation (draft GMSF). Trafford MBC planning policy is also of relevance and there are clear opportunities for collaboration as the wider sphere of influence is developed in the future in line with planning policy.
- 2.45 The Core Strategy sets out the City Council's vision to 2026 and beyond, for vibrant and inclusive, prosperous and well-designed sustainable communities, served by an integrated transport network offering a choice of modes of travel.
- 2.46 Trafford will have a high performing economy that makes a significant contribution to City Region by continuing to attract and retain internationally competitive businesses, maintaining a strong local business base.
- 2.47 The Core Strategy includes an allocation for Davenport Green, which is located to the south of the Wythenshawe Hospital Campus, within **Policy R4: Green Belt, Countryside and Other Protected Open Land** (now part of the draft GMSF Policy Allocation 46 Timperley Wedge).
- 2.48 Policy R4.3 identifies that this land will be protected unless it can be demonstrated that development will deliver an exemplar, very high quality, sustainable business/office employment development, which satisfies the policy the criteria (Policy R4.4) including requirements for sustainable strategic transport and ecological enhancements.
- 2.49 Trafford MBC are currently undertaking further masterplanning and feasibility work in respect of the Timperley Wedge, including transport studies to consider the capacity of the strategic and local road network.

-  Wythenshawe Hospital Site
-  Trafford/ Manchester City Council Boundary
- Manchester Core Strategy**
 -  Wythenshawe H7 Housing
 -  Leisure Improvement Area
-  University Hospital South Manchester Strategic Employment Location EC12
-  Wythenshawe EC10 Employment
-  Economic Improvement Area
- Greater Manchester Spatial Framework - Draft**
 -  Timberly Wedge - Draft Allocation 46
 -  Manchester Airport North - Draft GM - Strat 10
 -  Roundthorn Medipark Expansion - Draft Allocation II
 -  Existing Green Belt
 -  Proposed Green Belt

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3 Strategic Context

- 3.1 This section summarises the key aspects of the strategic context for the Wythenshawe Hospital Campus SRF by reference to the stated documents.

Greater Manchester Health and Social Care Strategy

- 3.2 In February 2015, the 37 NHS organisations and local authorities in Greater Manchester signed a landmark devolution agreement to take charge of the £6 billion health and social care spending and decisions in the City Region.
- 3.3 The Greater Manchester Health and Social Care Partnership (GMHSCP) was formed to oversee the devolution process, with the aim to achieve the biggest, fastest improvement to the health and wellbeing of the City Region.
- 3.4 There is a focus on finding what works on a local level, and responding to what people need across all ten boroughs. The GMHSCP is using its experience and know-how to improve the way public health money is spent and making sure that big decisions are being made together, locally.
- 3.5 The devolved approach will enable Greater Manchester to respond to the challenges identified at a national level, for example in relation to the ageing population and increased demand on health and care services.

Key issues, strategy, and priorities

- 3.6 Everyone in Greater Manchester deserves to live well, but currently Greater Manchester's outcomes do not compare favourably to the UK average, with more people suffering from illnesses like heart disease and cancer.
- 3.7 More than two thirds of early deaths in the region are caused by factors such as smoking, alcohol dependency, poor diet and air pollution. Many of these deaths can be prevented through better support and better lifestyle choices.
- 3.8 Devolution has enabled Greater Manchester to join up all things that affect health so that it can begin to change them; combining health and social care services, and building them around the individual and the community for better, more responsive care.
- 3.9 Integrating health and social care is vitally important for improving the efficiency of public services and delivering improved health and wellbeing for the population.
- 3.10 A digitally integrated health economy including strong partnerships with research institutions and industry can support Greater Manchester's economic growth strategy.
- 3.11 Greater Manchester has many strengths and capabilities that allow the economy, its residents, industry and commerce to develop and grow. This includes world class academic institutions which deliver health research and innovation.

Health Innovation Manchester

- 3.12 Health Innovation Manchester (a partnership between leading healthcare research, academia and industry organisations) was established to accelerate the development and implementation of new treatments, with a focus on improving health outcomes and generating economic growth.
- 3.13 The combination of Greater Manchester's research strengths, business base and eco-systems, and devolution makes this a unique opportunity within the UK and globally.
- 3.14 Getting new ideas tested, adopted and widely used takes too long in the NHS. To overcome this, Greater Manchester has taken steps to accelerate health innovation into the local health and social care system.

Manchester Academic Health Science Centre (MAHSC)

- 3.15 As part of Health Innovation Manchester, MAHSC brings together world leading academic and NHS partners to drive health research.
- 3.16 MAHSC works in close collaboration with Manchester's thriving scientific community as well as Greater Manchester's higher education institutions.
- 3.17 MAHSC's six research domains are focused on addressing the greatest population health challenges – cancer, cardiovascular disease, inflammation and repair, women and children, mental health and neuroscience.

Step-Down Care

- 3.18 The main objective of step-down care is to provide intermediate care for those in the community who need some

form of assistance, without the need to be admitted to hospital; or, for those who have been in hospital following surgery or illness.

- 3.19 An illustration of step-down care is provided at Figure 3.1.

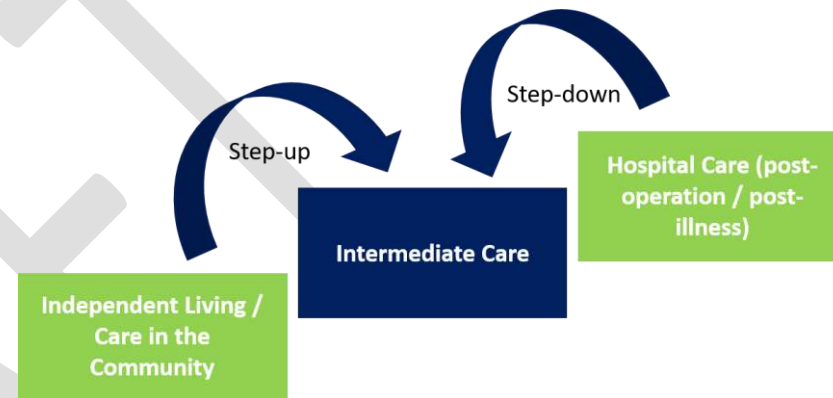


Figure 3.1: Step-up and Step-down Care (Source: Hatch Regeneris)

- 3.20 There are a number of factors supporting the expansion of step-down care, including:
- The premise that patients recover more quickly and retain more independence if treated at home rather than in hospital.
 - Step-down care would allow for quicker discharge of patients who needed some support but did not need treatment on a ward.
 - The opportunity for an enhanced step-down facility to be used as a test bed where patients could benefit from cutting edge technology and where companies could interact with patients in a non-hospital environment for clinical trials and product development.

- To meet demand in the market for assisted living style accommodation and related products and services, recognising the UK's ageing population.

- 3.21 A 2019 audit of existing step-down care provision operating locally to the Wythenshawe Hospital Campus has been undertaken by Hatch Regeneris.
- 3.22 Whilst there are a number of facilities locally providing a diverse range of accommodation and various levels of support and tenure, the standard and quality of care is mixed, with a number of facilities requiring improvement.
- 3.23 Existing facilities are well utilised; anecdotally, a number of facilities are believed to be often full with waiting lists.
- 3.24 Analysis of the occupation of hospital beds has also been completed to provide an indication of the level of demand that intermediate care could help to alleviate. This identified that overnight acute hospital bed occupancy rates are high, albeit marginally lower than the national average.

Research and Innovation Strategy for Wythenshawe

- 3.25 Wythenshawe Hospital has a strength and breadth of clinical care, within an integrated centre for care provision at all points in patients' lives. This includes areas of expertise in cardiothoracic, transplant, burns and urology surgery.
- 3.26 Specialisms include the following:
- Respiratory Medicine.
 - Academic Surgery.
 - Academic Oncology.
 - Cardiology and Cardiothoracic Surgery.

- Medical specialities including rheumatology, diabetes and endocrinology, dermatology, haematology, gastroenterology, infectious diseases and geriatric medicine.

North West Lung Centre (NWLC) and Medicines Evaluation Unit (MEU)

- 3.27 The NWLC is probably the largest respiratory unit in Europe, with 60 consultants covering healthcare from lung cancer to asthma.
- 3.28 The MEU is an SME established by NWLC and arguably one of the best respiratory clinical trials units in the world.

North West Heart Centre (NWHC)

- 3.29 The NWHC is the one of the UK's top cardiac centres; it is one of only two centres in the UK to provide heart and lung surgery, transplant, and specialised respiratory treatment under one roof.

Wythenshawe Hospital Site Analysis

The Estate Today

- 3.30 The majority of Wythenshawe Hospital was originally built in the 1960s, with various additions from the 1990s onwards. The built form is generally dense with disjointed areas.
- 3.31 The estate comprises a series of buildings with functions associated with the hospital use, including clinical and administration buildings, public realm and a series of surface level car parks, for both visitors and staff. Existing land uses are shown on Figure 3.2.
- 3.32 A photographic analysis of the existing buildings and spaces is provided at Figure 3.3.

- 3.33 Older buildings are predominantly 1 to 2 storeys in height, with newer buildings generally at 2 to 3 storeys and the Central Administration Block at 5 storeys. Building heights are illustrated on Figure 3.4.
- 3.34 Figure 3.4 also shows the Framework Area within the context of its wider surroundings; to the west, the residential neighbourhood comprises low- to mid-rise houses and apartment blocks of between 2 and 4 storeys.
- 3.35 Similar heights are found within the Roundthorn Industrial Estate to the north, comprising industrial and office buildings of between 1 and 4 storeys.
- 3.36 Figure 3.4 also indicates the location of key views into and out of the estate.

Retention and Redevelopment Priorities

- 3.37 The Acute Building is a key retention priority, as it is subject to an on-going Private Finance Initiative (PFI) concession.
- 3.38 Laureate House is also identified as a retention priority.
- 3.39 Buildings to the south of the estate are identified as being a shorter term focus for demolition and redevelopment.
- 3.40 The Jurassic Car Park is a priority for development. The southern extent of this plot is currently within the Green Belt and is proposed to be removed through draft GMSF Allocation 11 Roundthorn Medipark Expansion.
- 3.41 Retention and redevelopment priorities are indicated on Figure 3.5.

Access Analysis

- 3.42 Existing access analysis is illustrated on Figure 3.6. This highlights that there are multiple entrances into the estate. This, combined with poor wayfinding, makes the estate challenging to navigate for pedestrians.
- 3.43 The estate is inward looking and the existing road infrastructure means that connectivity to surrounding neighbourhoods such as the Roundthorn Industrial Estate and the residential area to the east is limited and does not encourage pedestrian movement.

Transport

- 3.44 The existing highway network in and around the framework area and car and cycle parking provision is illustrated on Figure 3.7.

Local Highway Network

- 3.45 The estate is served by a number of internal access roads; primary access is achieved via Southmoor Road, which bisects the northern section of the estate and provides access to visitor car parks.
- 3.46 Southmoor Road connects to Floats Road at its western extent, which sweeps around the western and eastern bounds of the estate.
- 3.47 Clay Lane forms the eastern boundary, and is largely closed to vehicular traffic, being access only and used for cycling. It also provides a link to Tuffley Road in Newhall Green, which in turn is a key link eastwards, in addition to linking to the M56 at Manchester Airport.
- 3.48 Accident & Emergency (A&E) and servicing vehicle access is currently taken to the south immediately west of the bend in

Southmoor Road. A&E access terminates at a controlled secure gate.

- 3.49 Ledson Road runs parallel to the hospital access section of Southmoor Road to the north; it provides access to the Roundthorn Industrial Estate and links to Floats Road.
- 3.50 Floats Road follows a north/south alignment to the western and south western boundary of the Framework Area, providing access to the Hospital and industrial units.
- 3.51 Floats Road forms a priority junction with Dobbinetts Lane and continues south east to form Clay Lane, providing access to the Maternity Car Park and the main Hospital Car Park.
- 3.52 Dobbinetts Lane is rural in nature and unsuitable for HGVs; however, it provides a key link to Hale, Altrincham, Hale Barns and Warburton Green in addition to linking to the M56 at Manchester Airport.

Strategic Road Network

- 3.53 The framework area is well located on the strategic highway network, with easy access via the A560 and M56 to the A1503 northbound, M60 eastbound or westbound and M6 southbound.

Car Parking

- 3.54 There is a significant quantum of car / vehicle parking provided across the estate; as of the last audit (September 2014) it included the following:
- Staff car parking: 2,088 spaces (circa 69%).
 - Visitor car parking: 938 spaces (circa 31%).
 - **Total car parking: 3,026 bays inclusive of 104 disabled bays.**

- 3.55 The majority of the staff spaces are located within the Jurassic Car Park.

- 3.56 Transport surveys undertaken by Curtins in November 2018 indicate that peak utilisation of staff car parking bays across the estate occurs at 10am (92% of bays utilised) remaining similar until 1pm when the level curtails

- 3.57 Peak utilisation of visitor car parking bays across the estate occurs at 11am (88% of bays utilised) remaining similar until 2pm when the level curtails.

Cycle Routes and Parking

- 3.58 Existing cycle routes are identified on Figure 3.8.
- 3.59 The Airport City Cycleway connects Manchester Airport to Manchester City Centre via Floats Road.
- 3.60 Regional Route 85 is located approximately 650m east of the framework area, accessed via Hollyhedge Road. It provides a connection between Manchester Airport and Route 6, which runs through Manchester City Centre.
- 3.61 Staff and patient / visitor cycle parking is provided in locations across the estate in the form of racks, hoops, and bins. The total number of spaces as at May 2018 is 223 comprising of: staff – 162 spaces; and, patients / visitors – 61 spaces.

Public Transport

- 3.62 Existing (and proposed) public transport options, including Metrolink, bus and rail routes, are identified on Figure 3.9.
- 3.63 There are four existing bus stops on Southmoor Road, two at the eastern end and two the east of the Outpatient's Building. Three of the stops feature sheltered seating.

- 3.64 Services run to Altrincham, Manchester, Reddish, Sale, Stockport and Wythenshawe.
- 3.65 The closest Metrolink Station to the framework area is Roundthorn, located approximately 250m to the north east; it provides access to the Manchester Airport – Manchester Victoria line with various interchange options.
- 3.66 The Manchester Airport route operates at a frequency of 12 minutes Monday to Saturday and 20 minutes on Sundays. The journey duration is approximately 19 minutes to Manchester Airport and 37 minutes to Manchester Victoria.
- 3.67 Altrincham Railway Station is the closest to the framework area, located 3.1km drive to the west; bus route 11 provides a direct service to the Station.
- 3.68 The proposed HS2 rail, may improve international and national rail connections to the Framework Area in the future (see Section 5).

Manchester Airport

- 3.69 The Framework Area is located approximately 5km to the north west of Manchester Airport and is accessible via road or Metrolink.
- 3.70 Manchester Airport offers the largest network of destinations outside of London with nearly 200 direct international routes offering a range of domestic flights and daily connections to European cities and long haul destinations.

Workforce Travel to Work Analysis

- 3.71 Hatch Regeneris completed analysis of workforce travel to work patterns in March 2019, using MFT employee postcode data. This work identified that more than 50% of staff (1,500) live within 5km of the site. Employees who live

closest and in the Wythenshawe area are primarily administrative, clerical, nurses and clinical staff.

- 3.72 An MFT Travel Survey (2018) indicates that 60% of staff drive to work in their car (on their own) for 1-2 days per week or more, compared within circa 20% using public transport.
- 3.73 Currently, a significant number of staff choose to drive, where there is scope for using more sustainable modes of transport.

Estate Analysis

- 3.74 A diagrammatic analysis of the existing estate is provided on Figure 3.10.
- 3.75 Whilst Wythenshawe Hospital is world-class, with access to unique facilities such as the MRI Scanner, through the way in which the built form has developed since original construction and the distribution of facilities across the estate, there are a number of challenges that impact on the user experience and operational management.
- 3.76 This includes: long walk distances through buildings and between facilities, which impact on the operational efficiency of the hospital; accommodation at the periphery of the estate, which is isolated; and, the heart of the estate presenting an obstacle rather than being a welcoming environment.
- 3.77 Existing buildings have developed to meet identified requirements, but could be more efficient in the use of space and function; this would include opportunities to co-locate functions, similar to the existing relationship between the Outpatient Building and the Diagnostic Centre.

- 3.78 In some instances, there is duplication of facilities (such as surgery theatres and imaging facilities), as well as both under- and over-utilisation of departments.
- 3.79 The administrative and office accommodation is not efficiently designed in its current form and there is limited decant space available within the estate.

Environmental Designations

- 3.80 Figure 3.11 illustrates the existing environmental designations of relevance to the framework area.
- 3.81 The site is located within Flood Zone 1 as detailed on the Environment Agency Flood Map.
- 3.82 The site is not located within an Air Quality Management Area (AQMA); the closest AQMA is at and immediately around the M56 to the east.
- 3.83 There are no listed buildings or conservation areas within or adjacent to the Site. The closest listed buildings are at Newall Green, approximately 200m to the south east:
- Newall Green Farmhouse – Grade II
 - Outbuildings north of Newall Green Farmhouse – Grade II
 - Outbuildings approximately 15 metres north west of Newall Green Farmhouse – Grade II
- 3.84 At present there is limited green space and tree planting within the framework area; there is mature green space to

the boundary and an element of the Site is currently within the Green Belt.

- 3.85 The Site is located within an SSSI Impact Risk Zone. The nearest SSIs to the Site are:

- Cotteril Clough (3.8 kilometres to the south);
- Dunham Park (6.1 kilometres to the west);
- Rostheme Mere (6.8 kilometres south west);
- Lindow Common (7.1 kilometres to the south east).

- 3.86 There are two areas of deciduous woodland priority habitat nearby, including one which lies adjacent to the south east and Fairywell Wood, which is 180 metres to the west and north west.

Socio-Economic Conditions

Population Growth and Demographic Change

- 3.87 Manchester is one of the fastest growing cities in Europe; by 2025, almost 637,000 people are expected to live in the City¹. Manchester has experienced an exceptional increase in its population since the late 1990s and is the leading example in both Europe and the UK of a major urban centre reversing long-term population decline.
- 3.88 The Wythenshawe Health & Social Care Cohort Profile² highlights that the three wards closest to the Wythenshawe Hospital Campus (Baguley, Sharston, and Woodhouse Park) have a population of 49,720 people (increasing by 1,183 from

¹ Manchester City Council, *State of the City Report 2019* (November 2019)

² Manchester Health & Care Commissioning, *Wythenshawe (Baguley, Sharston and Woodhouse Park) Health & Social Care Cohort Profile* (15 February 2019)

2017 to 2018), representing approximately 7.7% of Manchester's population.

- 3.89 Wythenshawe has significantly fewer young adults aged 19-34 (24%) when compared to Manchester (32%) and more residents over 65+ years (12%) compared to Manchester (9%), therefore comprising an older and ageing demographic in line with the general UK trend.
- 3.90 Wythenshawe also has far fewer adults and older people in the "Good Health" cohorts than compared to Manchester.
- 3.91 As recognised in the Ageing Society Grand Challenge³, the prospect of longer lives is likely to create new demands for technologies, products and services.
- 3.92 The Manchester Industrial Strategy recognises the challenges posed by an ageing population, with GM set to experience a 75% increase in the proportion of the population who are 75 years and over by 2036 compared to 2011.
- 3.93 Through the devolved health and social care budget, there is an opportunity to leverage Manchester's strengths to drive health innovation that will improve population health, whilst also creating new industries and jobs.

Access to talent

- 3.94 Manchester's world-class higher education institutions provide new talent for the city every year. In turn, the city's young

and dynamic demographic also attracts further graduates and employers. Manchester has a workforce of 175,900 in health and social care and 13,405 life sciences and allied subject graduates⁴.

- 3.95 Both the University of Manchester and Manchester Metropolitan University are part way through significant (circa £1.5bn) investment programmes, which will both secure and further develop their national and international reputations as centres of academic and research excellence.
- 3.96 Increasing job opportunities in a wider range of sectors, as well as the investment in infrastructure and place-making has ensured that Manchester is a preferred destination, as illustrated by the attraction of circa 19,050 16 to 21 year-olds between 2009 and 2017, together with the 51% graduate retention rate that is second only to London⁵.
- 3.97 An even greater proportion (57%) of students from Manchester who left for university return after graduating in other cities (again, second only to London)⁶.

Economic Trends and Projections – Key Target Sectors

- 3.98 The Greater Manchester sub-region, which has a combined GVA of over £66.4 billion, accounts for around two fifths of the North West's economic output as of 2017⁷. In 2017,

³ Department for Business, Energy & Industrial Strategy, *The Grand Challenges* (13 September 2019)

⁴ <https://www.investinmanchester.com/sectors/life-science-and-healthcare/>, accessed 19 December 2019

⁵ Manchester Brain Drain, Centre for Centres and University of Manchester (March 2019) – extract from article accessed 3 February 2020:

<https://www.centreforcities.org/press/manchester-is-the-second-most-popular-city-for-new-graduates/>

⁶ Ibid.

⁷ Office for National Statistics, *Summary of gross value added (GVA) statistics for combined authorities, 2017 tables (released 12 December 2018)*,

almost 30% of that GVA was produced in the City of Manchester.⁸

3.99 Employment growth of 0.6% per year is forecast between 2018 and 2037⁹. This growth rate is forecast to add 183,700 jobs to the Manchester economy, in a range of sectors that will further add to the GVA.

3.100 Manchester's economy is continuing to strengthen and diversify with strong growth forecast in Business, Financial and Professional Services, Science and Innovation, and Creative and Digital, as well as Sports and Culture, Leisure and Tourism sectors¹⁰.

3.101 Wythenshawe Hospital Campus can make a distinctive contribution to the City's economic success through the combination of activity at a nationally significant hospital, and associated commercial R&D and training / education facilities, and through its proximity to emerging development at Airport City and existing employment areas within south Manchester.

A Mobile and Skilled Workforce

3.102 The city region offers a quality and growing workforce of some 7.2 million people within a one hour commute of the City¹¹. There is access to a pool of skilled people across a wide range of industries, and over 100,000 students in four universities across Greater Manchester¹².

<https://www.ons.gov.uk/economy/grossvalueaddedgva/bulletins/regionalgrossvalueaddedbalanceduk/1998to2017> Accessed 09 December 2019.

⁸ Office for National Statistics, *ibid.* and Manchester City Council, *State of the City Report 2019* (November 2019)

⁹ GMCA, *Greater Manchester Spatial Framework Topic Paper: Employment* (January 2019)

¹⁰ Manchester City Council, *State of the City Report 2019* (November 2019) Accessed 22 February 2018.

3.103 A further feature of the City's economy and its employment growth has been the ability to attract an international workforce from Europe and beyond, with migration contributing to economic growth in a range of sectors.

A strong health-care industry

3.104 Manchester offers a unique opportunity to life science companies, as the only devolved health and social care system in the UK. Companies can benefit from a streamlined pathway to delivering health innovation to patients.

3.105 Manchester has a range of specialisms, which work together to create an innovation ecosystem

3.106 Health analytics is the field of delivering products, services or solutions used to save and improve peoples' lives. The breadth of Manchester's provision across healthcare and digital is a unique offering for companies looking at health data in research and development of diagnosis and treatment. The city is home to the only fully e-enabled NHS Trust in England and is a global digital exemplar.

3.107 Precision Medicine is an emerging approach for disease treatment and prevention. Manchester has placed itself at the forefront of this developing area of medicine.

3.108 A testament to the rising status of Manchester is Qiagen's decision to establish its European Centre of Excellence for

¹¹ Invest in Manchester, *Workforce*, <https://www.investinmanchester.com/why-manchester/workforce>. Accessed 19 December 2019.

¹² HESA, *HE student enrolments by HE provider and domicile Academic Year 2017/18*, <https://www.hesa.ac.uk/news/17-01-2019/sb252-higher-education-student-statistics/location>. Accessed 5 September 2019.

Precision Medicine and hub for diagnostics delivery in the city forming part of a new genomics campus co-located on the largest clinical academic campus in Europe.

3.109 The city is a world scientific lead in cancer biomarkers, relating to the molecular targeting of cancer, early-phase clinical trials and cutting-edge radiotherapy.

3.110 Manchester is also a global destination for advanced materials and digital, giving businesses the opportunity to explore medical applications of graphene and 2D materials as well as emerging technologies such as Virtual Reality (VR) and Augmented (AR).

Encouraging the Growth of a Dynamic Private Sector

3.111 With a thriving private sector, the City is a leading business location and remains a top place in Europe for foreign direct investment outside of London. Sixty-five FTSE 100 companies now have a presence in Greater Manchester, and around 40% of the North West's Top 500 companies are based in the City.

Agglomeration Benefits

3.112 Clustering is a key factor under-pinning accelerated growth, partly driven by recent and planned transport investment. Clustering, together with trends in urban lifestyle, are driving a new and larger mixed economy based on knowledge based jobs and national/international investment and talent, and a day time and evening economy for workers, residents and visitors.

3.113 Business sectors influenced by clustering are attracted to locations where there are deep labour markets offering an exceptional range of highly qualified and skilled staff.

Transport and Connectivity

3.114 Manchester has continued to invest significantly in its transport infrastructure, delivering major improvements in terms of accessibility to and within the Regional Centre. This increases the City's capacity of its travel to work area (and therefore its pool of labour), and enhances connectivity between businesses.

3.115 In addition, accessibility improvements in terms of enhanced infrastructure to promote walking and cycling, continue to be delivered as part of major regeneration programmes.

International connections

3.116 Manchester Airport flies direct to more than 200 destinations, placing the airport in the top 20 globally for total destinations served. Destinations include America, Canada, the Middle East and Europe, as well as domestic flights.

National and Regional Rail Connections

3.117 Manchester has a number of key rail stations, including Manchester Airport, Manchester Piccadilly, Manchester Victoria, Manchester Oxford Road and Salford Central.

3.118 The Northern Hub is a Network Rail plan to stimulate economic growth in the north of England through better connections between key towns and cities. It will allow hundreds more trains to run each day and provide space for millions more passengers a year.

3.119 HS2 Ltd is continuing to progress with plans for the Birmingham to Manchester route, which would include stations in Manchester city centre and at Manchester Airport in close proximity to the Site. Completion was originally planned for 2032, but may now be delayed until 2040.

Metrolink and its Expansion

- 3.120 Manchester Metrolink has 93 stops and extends 62 miles, making it the most extensive light rail system in the UK.
- 3.121 The extension of the line towards Trafford Park is anticipated to be open in spring 2020.
- 3.122 TfGM are currently developing a business case for extending the Manchester Airport line, which is known as the Western Loop, using a £2.1m grant from Central Government.
- 3.123 A Transport and Works Act process has been completed by TfGM, which gives consent for the first section of the extension and shows an outline zone for the tracks to run within and two proposed stops.
- 3.124 The Western Loop would increase Metrolink frequency to the framework area and could improve accessibility through the provision of new stop(s).

Strategic Road Network

- 3.125 The Site is primarily accessed from the north at present and dialogue with MCC Highways and TfGM indicates that the road network here should continue to be the primary vehicular access in the short to medium term.
- 3.126 To the south, the M56 currently experiences congestion and improvements are planned in the vicinity of the framework area, which will include an upgrade of Junction 6 to 8 to SMART Motorways commencing from spring 2020.
- 3.127 Highways England is also monitoring this area of the M56 in respect of a planning condition attached to a Planning Permission for Manchester Airport Terminal 2, which could trigger a requirement for highway improvements. If

triggered, the works could involve amendments to the mainline and Junction 6 of the M56.

- 3.128 These works are targeted at managing existing congestion rather than creating new capacity.
- 3.129 Highways England do not have any further committed highway improvement schemes for the motorway network in the vicinity of the Site.
- 3.130 Trafford MBC and TfGM have commenced early feasibility work to explore the highway implications of the draft GMSF Timperley Wedge allocation, including potential for a new link road and public transport corridor connecting into the highway network close to the M56.
- 3.131 A new link road would provide an opportunity to enable north to south connectivity, including provision of a public transport corridor, from Altrincham / Hale / Timperley into the Wythenshawe Hospital Campus. This is a significant opportunity in the medium to long term, which could unlock further development to the south of the Framework Area.
- 3.132 Further modifications to the strategic road network would be required to create access for the proposed Manchester Airport HS2 Station, including construction activities for delivery of the line in the vicinity of Junctions 5 and 6 of the M56.
- 3.133 These proposals are at an early stage and will require further joint modelling and design work as they develop.

Manchester's Strategic Priorities

Our Manchester Strategy (2016-2025)

3.134 The Our Manchester Strategy sets the ambitions for the City for the next decade, with a vision for Manchester to be in the top flight of world-class cities. By 2025 the City will:

- have a competitive, dynamic and sustainable economy that draws on our distinctive strengths in science, advanced manufacturing, culture, and creative and digital business – cultivating and encouraging new ideas;
- possess highly skilled, enterprising and industrious people;
- be connected, internationally and within the UK;
- play its full part in limiting the impacts of climate change;
- be a place where residents from all backgrounds feel safe, can aspire, succeed and live well; and
- be clean, attractive, culturally rich, outward-looking and welcoming.

3.135 The Our Manchester Strategy also commits to giving the local community and other stakeholders the opportunity to be involved in decision making, with a primary focus on a continuous approach to engagement.

Playing our full part on Climate Change

3.136 In November 2018, Manchester City Council made a series of commitments, informed by the Manchester Climate Change Agency's (MCCA) work with the world renowned Tyndall Centre for Climate Research.

3.137 The key commitments are as follows:

- To becoming zero carbon by 2038, significantly accelerated from the original target of 2050;

- To adopt a carbon budget and emit only a maximum of 15 million tonnes CO₂ for the period 2018-2100; and,
- To achieve a 13% year-on-year reduction in citywide CO₂ emissions from 2018 to achieve this carbon budget.

3.138 As well as addressing its own emissions, the Council's will take a significant leadership and influencing role across a number of thematic areas, promoting behavioural changes.

3.139 A draft Manchester Zero Carbon Framework has been developed, which sets out the City's overarching approach to meeting its science-based climate change targets over the period 2020-38. Draft action plans for the period 2020-22 are also being prepared.

Manchester Green and Blue Infrastructure Strategy (2015)

3.140 Manchester City Council recognises that green and blue infrastructure is an essential part of creating a successful, liveable city. Parks, river valleys, gardens, street trees, green roofs, canals and many other components all form part of a rich network that is integrated with the built environment in the world's most popular cities.

3.141 The vision for green and blue infrastructure is for well-maintained green and blue spaces as an integral part of all neighbourhoods. The City's communities will be living healthy, fulfilled lives, enjoying access to parks and green spaces and safe green routes for walking, cycling and exercise throughout the City. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce.

Manchester Residential Growth Strategy (2016) and Housing Affordability Framework

3.142 Recognising the critical relationship between housing and economic growth, Manchester City Council approved a Residential Growth Strategy, which sought to deliver a target of 25,000 new homes between 2015 and 2025.

3.143 In October 2017, 4 areas in the City where the Council has significant land interests were identified as potential Housing Affordability Zones, including Wythenshawe Town Centre.

3.144 Manchester's proposed Housing Affordability Fund will provide subsidy for new and existing homes that are affordable to Manchester residents on or below the City's average household income.

3.145 In December 2018, the Council's Economy Scrutiny and Executive Committees received a report setting out a number of policy proposals for delivery of the City Council's Affordable Housing Strategy. This included a revised Residential Growth Strategy target of 32,000 homes (including 6,400 affordable homes) for the period ending in 2025.

3.146 Further work is being undertaken to assess the challenges and external factors that pose a risk to the Council's ability to deliver against its residential growth ambitions, and to identify actions and opportunities.

3.147 The Residential Growth Strategy will continue to ensure that the right mix of new housing is delivered in the areas that can accommodate growth and that new homes are connected to new and existing employment opportunities.

3.148 New residential growth opportunities will support the delivery of sustainable neighbourhoods with excellent pedestrian and

transport connections including the use of low carbon construction methods and technologies.

3.149 The provision of key worker accommodation at Wythenshawe Hospital Campus, which could include accommodation to support the operation of the hospital and those employed by the NHS, increase the overall supply of housing locally and provide a more diverse range of affordable accommodation.

3.150 Analysis completed by Hatch Regeneris in March 2019 identified that there is currently a range of key worker accommodation on offer locally and across the north west, mostly provided by NHS Trusts and Your Housing Group. However, supply is limited; accommodation is exclusively rental and there are very few apartments available.

Manchester Residential Quality Guidance (2016)

3.151 The Manchester Residential Quality Guidance aims to ensure that high quality, sustainable housing that meets the needs of the City and its communities will be built.

Greater Manchester's Strategic Priorities

Greater Manchester Strategy (2017)

3.152 The Greater Manchester Strategy (GMS) has set the strategic framework for policy development across Greater Manchester since 2009. It establishes a very clear vision for the City Region, stating that:

"Our vision is to make Greater Manchester one of the best places in the world to grow up, get on and grow old: A place where all children are given the best start in life and young people grow up inspired to exceed expectations; A place where people are proud to live, with a decent home, a fulfilling job, and stress-free journeys the norm. But if you need a helping hand you'll get it; A place of ideas and invention, with a

modern and productive economy that draws in investment, visitors and talent; A place where people live healthy lives and older people are valued; A place at the forefront of action on climate change with clean air and a flourishing natural environment; A place where all voices are heard and where, working together, we can shape our future."

Draft Greater Manchester Spatial Framework (2019)

- 3.153 The draft GMSF was published for its first round of consultation in January 2019. This document sets out Greater Manchester's plan for homes, jobs and the environment for the whole of the city region.
- 3.154 The objectives for the Campus are consistent with the draft GMSF and include: the use of brownfield land; delivering higher densities of land use within the most accessible locations; facilitating employment development; and, maximising the potential of assets through focussing development in key locations.
- 3.155 Figure 3.16 identifies the draft GMSF Policy allocations.
- 3.156 Wythenshawe Hospital Campus is located within the Airport Gateway Area (draft Policy SL4).
- 3.157 **Draft Policy SL4 (Airport Gateway)** identifies 'Medipark' around the hospital as an Enterprise Zone Development Opportunity, which will provide around 100,000 sq. m. of bio-technology and healthcare-related commercial development.
- 3.158 **Draft Policy GM-Strat 10 (Manchester Airport)** outlines that additional growth in this area would be dependent on the delivery of key infrastructure projects which includes (but is not limited to) providing a western extension of the Metrolink via the HS2 station to connect back to the existing line near Wythenshawe Hospital.

- 3.159 **Draft GMSF Policy GM-E 5 Health** identifies that improvements in health facilities will be supported, responding to the changing needs and demands of residents.

- 3.160 **Draft GMSF Policy GM Allocation 11 Roundthorn Medipark Extension** allocates an area to the south of the existing Hospital estate to deliver around 86,000 sq.m. of office (B1) focused floorspace subject to development being compliant with a series of policy criteria.

- 3.161 **Draft GMSF Policy GM Allocation 46 Timperley Wedge** allocates land to the west and south of the framework area for residential-led, mixed use development that could incorporate more than 60,000 sq.m. of employment land. Again, development would need to be compliant with a series of policy criteria, including provision for new sustainable, strategic transport modes.

Greater Manchester Mayor Transport initiative

- 3.162 In June 2019, the Mayor of Greater Manchester launched 'Our Network'. It sets out the ambition for an integrated transport system, which allows people to change easily between different modes of transport and with simple, affordable ticketing.

Greater Manchester Transport Strategy 2040

- 3.163 The Greater Manchester Transport Strategy 2040 (GMTS 2040) sets out the vision for Greater Manchester to have, "world class connections that support long-term, sustainable economic growth and access to opportunity for all".

Other Greater Manchester Plans

- 3.164 In addition to the above, the following Greater Manchester plans are also of relevance to the framework area:

- The Greater Manchester Investment Strategy, which supports the implementation of the GMS through investment to create and safeguard jobs, primarily through loans to support recycling, to maximise the impact of investment over several funding cycles;
- The Climate Change and Low Emissions Implementation Plan (2016-2020), which sets out the steps that will be taken to become energy-efficient and investing in our natural environment to respond to climate change and to improve quality of life;
- Springboard to a Green City Region, setting out the plans for making Greater Manchester one of the leading green city regions in the UK and Europe, which was produced following the Greater Manchester Green Summit held in March 2018;
- The Greater Manchester Work and Skills Strategy and Priorities (2016-2019), setting out the Greater Manchester approach to delivering a work and skills system that meets the needs of Greater Manchester's employers and residents
- The Northern Powerhouse Strategy (2016), which identifies skills, science and innovation and the development of a collaborative approach to promoting the Northern Powerhouse to foreign investors as priorities for further work by Northern Cities and Government; and
- The HS2 Growth Strategy set within the context of the above plans and demonstrates how opportunities such as HS2 and NPR will be maximised for the benefit of businesses and residents around Manchester Piccadilly and Manchester Airport.

What this means for Wythenshawe Hospital Campus

3.165 In light of this planning policy and strategic context, the Wythenshawe Hospital Campus represents a significant opportunity to contribute towards the economic, social,

environmental and health priorities for Greater Manchester, building on its significant advantages and future planning in respect of strategic transport connections and the wider sphere of influence.

Clinical Requirements

3.166 It is an opportunity to rationalise the existing facilities to enable the delivery of modern, efficient clinical facilities that incorporate the latest technology and are designed to meet the health and social care challenges of Greater Manchester, including the ageing population. In addition, there is an opportunity to co-locate these clinical facilities with a wider commercial R&D and training offering that supports the continued success of Wythenshawe's clinical strengths and expertise.

3.167 The phasing strategy for the masterplan will be designed to ensure that there is no disruption to the range of existing clinical services and facilities at the Hospital.

De-centralising Non Acute Care

3.168 There is a clear recognition in the strategy of the GMHSCP that too many people are treated in hospital when their care needs could be better met elsewhere. This places pressure on services, and is not cost efficient. In addition, it does not always deliver the best outcomes for patients.

3.169 The Wythenshawe Hospital Campus presents an opportunity to make provision for alternative models of care in the form of an element of residential use linked to the Hospital function, which could include step-down pathways for people with urgent care, rehabilitation and / or re-ablement needs, in a manner that will also contribute towards identified social objectives in local and national policy.

3.170 This may include a mix of longer-term accommodation as well as shorter-term apart-hotel style units, where patients can benefit from proximity to hospital care and easier access to home care by specialist clinicians and nursing staff.

3.171 Investing in this type of care, which is integrated within a hospital and research and development complex, is also in line with and supportive of Central Government's Industrial Strategies to address the challenges of an ageing population and growing the med-tech sector.

Sustainable Health Village

3.172 There is a prevention-focused approach to health and social care at Greater Manchester level, which is driven by primary care and an objective to integrate and lead a wider public service community-based model.

3.173 New models will look to expand the role of services like leisure and libraries, and to develop alternative community-based approaches.

3.174 Through the masterplan, there is an opportunity to create a sustainable health village, which incorporates a range of health and social infrastructure set within a green and welcoming environment that is more attractive to patients and the wider local community.

3.175 Bringing facilities together and making connections between social and medical support will help to encourage better health outcomes and strengthen communities, contributing towards established social objectives in local and national policy.

3.176 In delivering new development, there will be a focus on achieving MFT and Bruntwood's Net Zero Carbon commitment, in terms of construction, operation and

management of buildings, and delivery of care making a clear contribution to the environmental objectives of local and national policy.

Research, Innovation and Education Skills Opportunities

3.177 Wythenshawe Hospital has a strong culture of clinical research in specialities including respiratory medicine, academic surgery, academic oncology, cardiology and cardiothoracic surgery and a series of medical specialities.

3.178 It has also confirmed that it will be a centre of excellence for heart and lung services and research within MFT.

3.179 The Manchester eco-system of healthcare R&D activity also has real strength in diagnostics and MFT has launched the Diagnostics and Technology Accelerator offering industry access to resources from informatics and imaging to genomics and pathology to enable rapid clinical implementation of new technologies in practice.

3.180 There is an opportunity to support the further growth in research innovation and implementation of new technologies through the rationalisation of the estate to enable delivery of new clinical facilities, co-location of commercial R&D space and commercial training, education and potentially simulation facilities.

3.181 The Wythenshawe Hospital Campus could also provide space for new medical training facilities, which would act as a driver for academic activity, research and innovation; for example, this could include undergraduate medical facilities (of which there is currently a shortage in Manchester) and a facility for Nursing and Midwifery, where nurses are advanced clinical practitioners.

3.182 Such activity would contribute towards the delivery of established economic and social objectives within local and national policy.

Leveraging the Hospital's Strengths

3.183 There is a significant opportunity to leverage the Hospital's knowledge capital and research capabilities to deliver complementary, added-value economic growth through the masterplan, which in turn will contribute towards the continued success of the clinical facilities and delivery of the best health care outcomes.

3.184 In the context of the UK and regional market, there is a clear demand for further commercial life science space. The examples of clustering across the region demonstrate the need to cluster a range of companies working within a broad life science sector to create an unique selling point and a position on the national stage. The range of companies could include large internationals and small, local SMEs, to create value and give a location identity.

3.185 Co-locating a commercial cluster with the research and health innovation of an acute hospital gives Wythenshawe Hospital the potential to become the next life science R&D destination within Greater Manchester.

3.186 The existing clinical campus is unique. It sits within the Greater Manchester life science cluster, which itself is a strong pull for companies and is a region that competes directly with the golden triangle of Cambridge, Oxford and London. Added to this, the Hospital is an internationally renowned centre for respiratory and cardiac research and clinical services. These specialisms are a subsector of the life-science market and are a strong pull for companies. It is one of the reasons companies like Chiesi Ltd (a drug development company specialising in respiratory medicine) are located in

the south Manchester area. However, there is currently insufficient and inadequate accommodation to attract more of these types of occupier.

3.187 Delivery of a cluster of strategically located, modern, flexible and appropriately serviced commercial buildings on a clinical campus served by an international airport will attract a range of international research and development companies specialising in such fields. Manchester's track record in fostering new ideas and growth will create the nurtured environment needed to encourage spins outs and start-ups, meaning a fully integrated and collaborative business park for cardiac and respiratory companies will be created.

3.188 Further research into the Manchester market for life sciences space has proven that the anticipated demand for space across Greater Manchester will come from a broad range of users, but the key target areas include:

- Commercial R&D related to respiratory medicine research and clinical activity.
- Commercial R&D related to cardiac research and clinical activity.
- R&D activity related to diagnostics and devices across the range of clinical activity at Wythenshawe Hospital Campus.
- Training facilities for devices and surgical equipment companies.
- Requirements from businesses where there is an element of light manufacturing/prototyping space, which would be lower specification than space provided elsewhere in Manchester for the sector, and where the agglomeration benefits of proximity to the Wythenshawe Hospital Campus is identified as being important to the occupier operational requirements.

3.189 Across MFT there is a range of existing relationships and collaborations including with pharmaceutical companies, multi-national medical technology companies and other technology firms that could provide a demand base for new commercial floorspace within the masterplan.

3.190 Demand is anticipated for multi-occupancy buildings of modest scale, which are an important part of the eco-system on this type of campus, together with a product that has the flexibility to provide some smaller suites of circa 1,000 sq.ft. to enable small developing companies to utilise the infrastructure in their early stage development.

Key Worker Accommodation

3.191 An element of key worker accommodation in close proximity to the Wythenshawe Hospital Campus will play an important role in attracting and retaining talent, including medical staff and those undertaking research and development.

3.192 Whilst there is an existing supply of rental key worker accommodation locally to the site (primarily in apartments), the provision is limited and it is considered that there is scope for further accommodation that would meet both demand from existing clinical staff and future employment growth generated by the proposed commercial uses.

3.193 By incorporating this type of accommodation within the Campus, it could contribute towards delivery of affordable housing and diversification of the housing market as well as creating the opportunity for more staff to live within walking or cycling distance of the site, thereby making a contribution towards the achievement of identified economic, social and environmental objectives within local and national policy.

Issues and Constraints

3.194 To support the delivery of the masterplan, a focus on improving vehicular, cycle and pedestrian access into and around the framework area is needed to address the current perceived lack of connectivity by public transport and position it as an attractive destination for potential commercial occupiers. In addition, careful consideration will need to be given to the routeing of construction traffic associated with future development activity, so as to minimise potential impacts to local residents.

3.195 Comprehensive analysis of the existing and potential future transport and access context, together with stakeholder engagement has identified a series of fundamental principles that will inform the Wythenshawe Hospital Campus development. This includes a consideration of the timing of future changes to the transport network; and identifying interim solutions and phasing to fit with this activity.

- **Reduce the need to travel** - this will be a key component of the development and appropriate policies and infrastructure will be provided to enable remote working and conferencing.
- **Hierarchy of Travel and Travel Planning** - for those staff, patients and visitors that do need to travel, a hierarchy of travel options will be encouraged with sustainable options always taking priority. The masterplan will be cognisant of this and will adhere to the following hierarchy of importance:
 - 1) Pedestrians;
 - 2) Cyclists;
 - 3) Public Transport Users;
 - 4) Low emission cars; and,
 - 5) Cars.

- **Pedestrian and Cycle Connectivity** - the Masterplan will protect existing infrastructure and seek to build on this with new high quality pedestrian and cycle routes within the Site and extending outwards to tie into wider infrastructure.
- **Metrolink** - the Masterplan will enhance connectivity to, and maximise usage of, the existing infrastructure on Southmoor Road, whilst protecting land on the eastern side of the Site to accommodate the Western Loop when it comes forward. A new stop to serve the hospital and commercial element of the Masterplan will be supported.
- **Bus** - the Masterplan will protect and promote use of existing infrastructure near the Site until new infrastructure can be provided more centrally within the Campus.
- **Shuttle Bus** - the existing shuttle bus that provides a connection to other NHS facilities will be protected and enhanced to reduce the requirement for staff and visitors to make inter-site trips by car.
- **HS2 and Manchester Airport** - the Masterplan is future-proofed to maximise connectivity to both HS2 Stations / routes and Manchester Airport as multi-modal transport hubs, which have the ability to provide key public transport links to and from the Wythenshawe Hospital Campus.
- **Highway Network (Eastern Road)** - the Masterplan seeks to introduce a new vehicular route to the east of the Site to provide enhanced connectivity to Floats Road. This will keep traffic to the periphery of the Site.
- **Highway Network (Southern Connection)** - the Masterplan will protect a route through the Site, which could connect to the land to the south and Timperley Wedge. This would be capable of accommodating public transport, pedestrians, cyclists and vehicles.
- **Parking** – careful consideration will be required for the car parking strategy, in the context of Manchester’s priorities

on climate change and Net Zero Carbon: this will include a focus on sustainable travel planning.

- The inclusion of the option for multi-storey car parking within the masterplan will provide an opportunity to:
- *Make better use of the existing surface level car parks as plots for new clinical or commercial floorspace.*
- *Identifying an optimised location for car parking, which could help to reduce highway impacts through encouraging different routes in to campus.*
- *Enabling the implementation of measures such as Electric Vehicle charge points to support an improvement in air quality and reduction in carbon emissions.*
- *Explore potential for the design to be future-proofed and adaptable to other uses as transport patterns evolve.*

3.196 Based on feasibility work completed by Curtins, including dialogue with key transport stakeholders, it is considered that the initial phase of the masterplan is capable of being delivered in advance of changes to the strategic transport network. Delivery of new commercial floorspace could help to create a critical mass of activity to support the business case for the Metrolink Western Loop extension in particular. This would help to enhance the connectivity of the Campus and strengthen its attractiveness to commercial occupiers.

3.197 Similarly, a current issue is that the Site does not have a clear sense of place; it is primarily a functioning hospital and lacks the quality of supporting social infrastructure, public realm and permeability that is required in order to become a destination for a wider range of commercial occupiers.

3.198 A key element in the success of the Masterplan will therefore be identifying a strategy to help create a strong sense of

place and to establish a range of ancillary uses that will be attractive to commercial occupiers.

- 3.199 This will potentially include enhanced linkages and frontages with the Roundthorn Industrial Estate, where there is scope for further investment and diversification of industrial and commercial uses that would be complementary to Wythenshawe Hospital Campus.

- Circulation / Admin / Support
- Clinical
- Education / Research
- Hospital Staff Accommodation
- Facilities Management
- Commercial/ Industrial
- Residential
- Education
- Mental Health Services
- Existing Areas of Car Parking
- H Helipad
- Agricultural

Wythenshawe Campus SRF
 Figure 3.2
 Primary Building and Land Uses

10 50 100 200m



Wythenshawe Campus Site Photos
Key Junctions & Entry Points



1. Hollyhedge - Southmoor Rd Junction



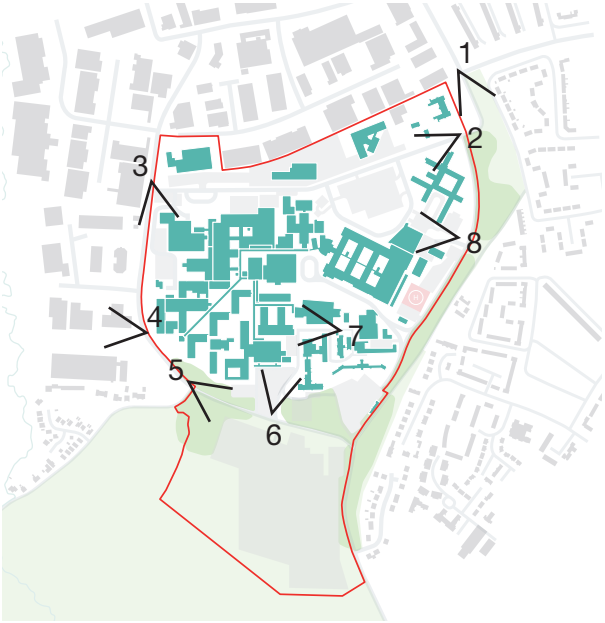
2. Southmoor Rd Hospital Campus Entrance



3. Floats Rd - Southmoor Rd Junction



4. Foot & Cycle Path Heading West Off Floats Rd



Key Plan

Wythenshawe Campus Site Photos

Key Junctions & Entry Points



5. Dobbinetts Ln Junction



6. Maternity Car Park Exit



7. Service Vehicles Route



8. Ambulance Route to A&E



Key Plan

Wythenshawe Campus Site Photos

Existing Buildings



1. The Nightingale Centre



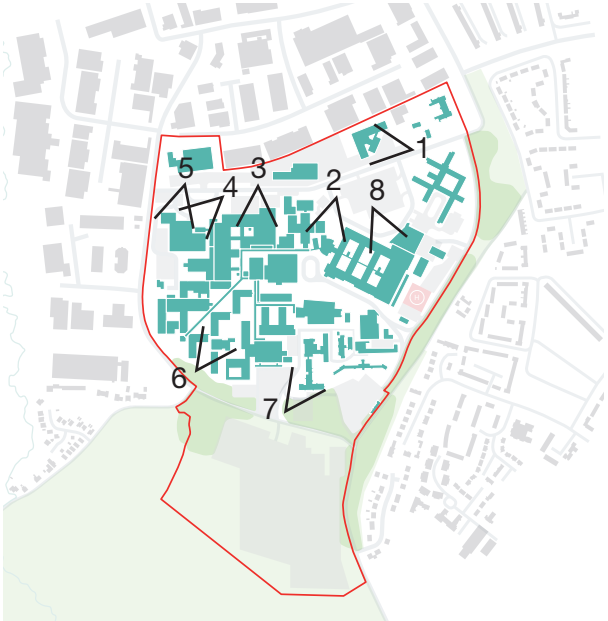
2. Main Entrance 3



3. Outpatients Entrance 5



4. Pedestrian Route to Entrance 6



Key Plan

Wythenshawe Campus Site Photos

Existing Buildings



5. Entrance 6



6. Semi-Public Garden Outside of F Block



7. Baguley

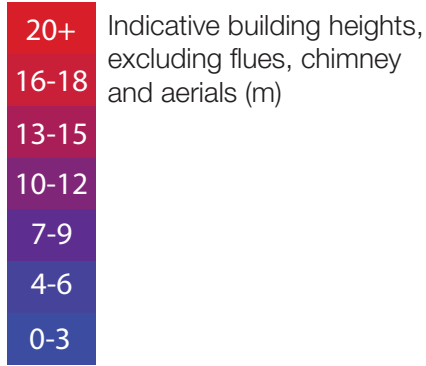


8. Accident & Emergency Entrance



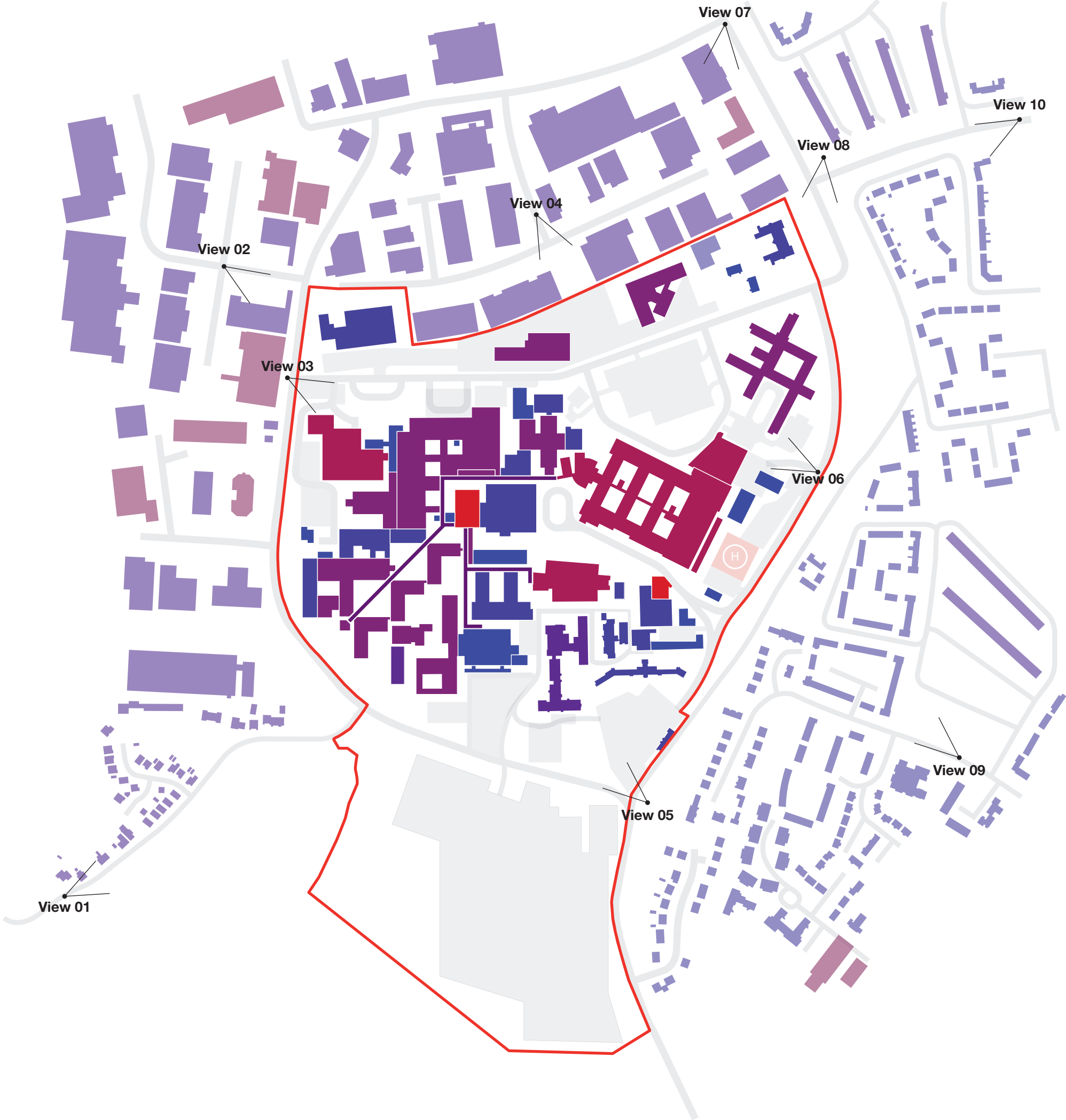
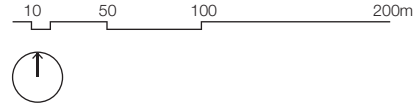
Key Plan

Approximate Building Heights (m)
Heights measured from local, relative building ground floor level



Wythenshawe Campus SRF

Figure 3.4
Building Heights and Views (for photographic analysis)

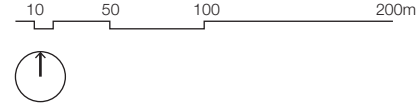














- Priority 1 - High Retention Priority
- Priority 2
- Priority 3
- Priority 4
- Priority 5
- Priority 6 - Low Retention Priority



- Main Entrances to Site
- ▼ Existing main public access points
- Edge Conditions

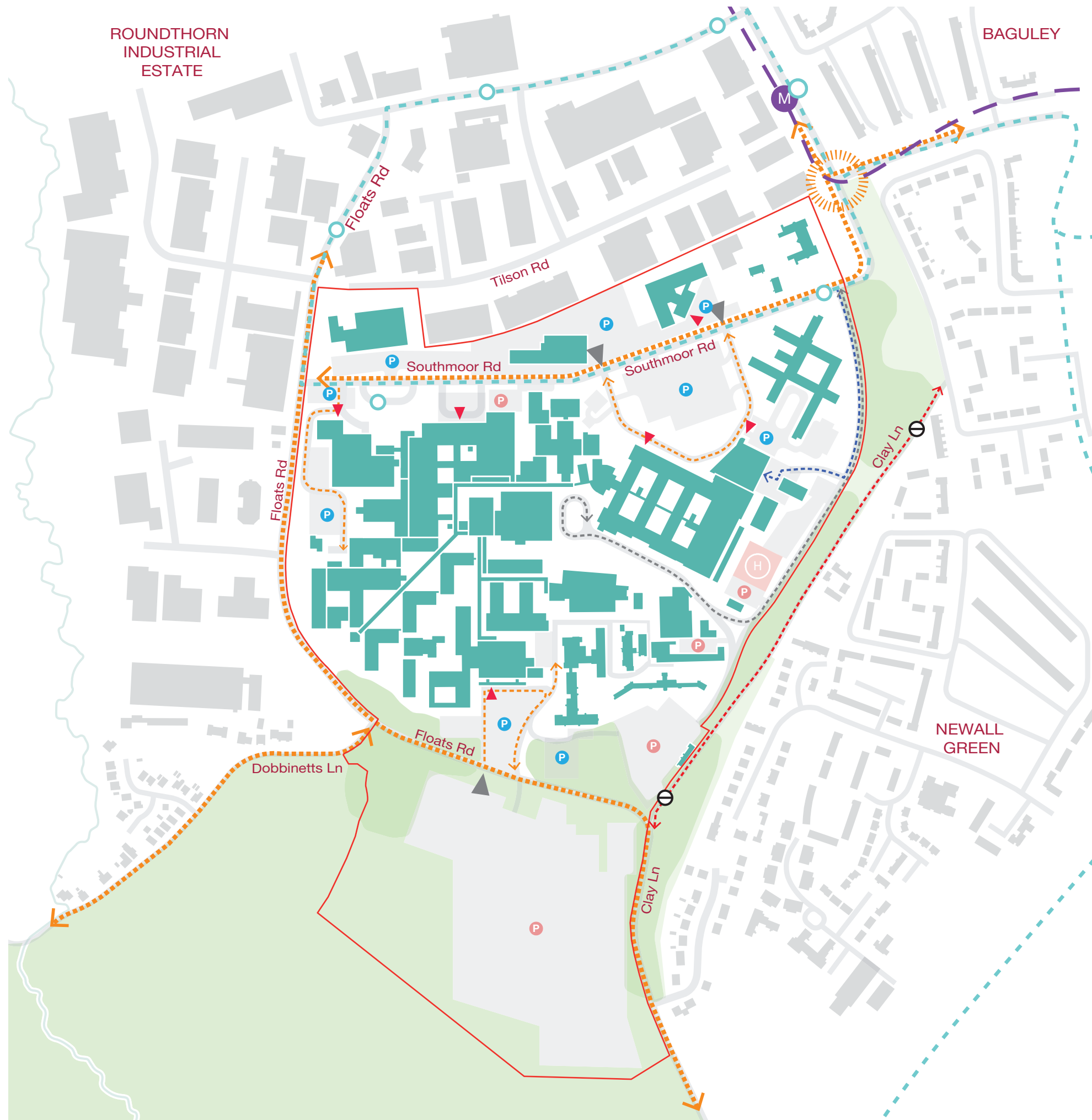
Wythenshawe Campus SRF
Figure 3.6
Hospital Entrances & Access



-  Visitor parking
-  Staff/restricted parking
-  Patient pick up/Drop off point
-  Ambulance-blue light route
-  Deliveries/service yard
-  Main Vehicular Route
-  Bus Routes
-  Existing Bus Stops
-  Metrolink
-  Metrolink Stop
-  Key Junction
-  No vehicular route through

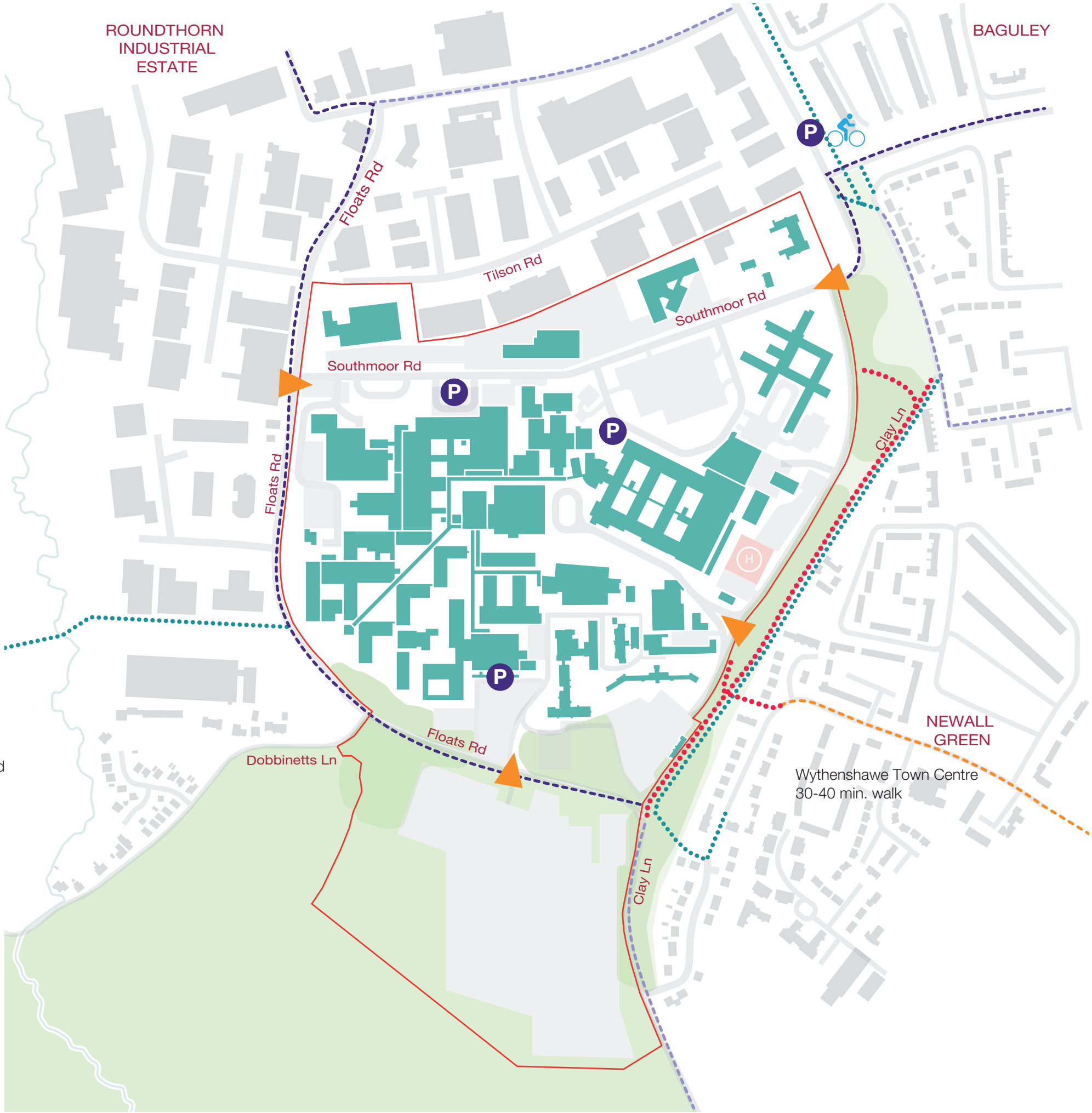
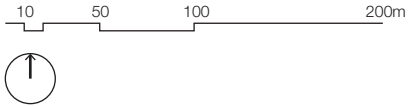
Wythenshawe Campus SRF
 Figure 3.7
 Vehicular Movement





10 50 100 200m



- ▶ Main Pedestrian and Cycle Access Points
- Traffic Free Cycle Route
- - - On Road Cycle Route - signposted with no facilities
- - - On Road Route - advisory/suggested
- P Cycle Parking
- 🚲 Bike Lockers
- Traffic Free Pedestrian Route
- - - Pedestrian route

Wythenshawe Campus SRF
Figure 3.8
Pedestrian and Cycle Movement

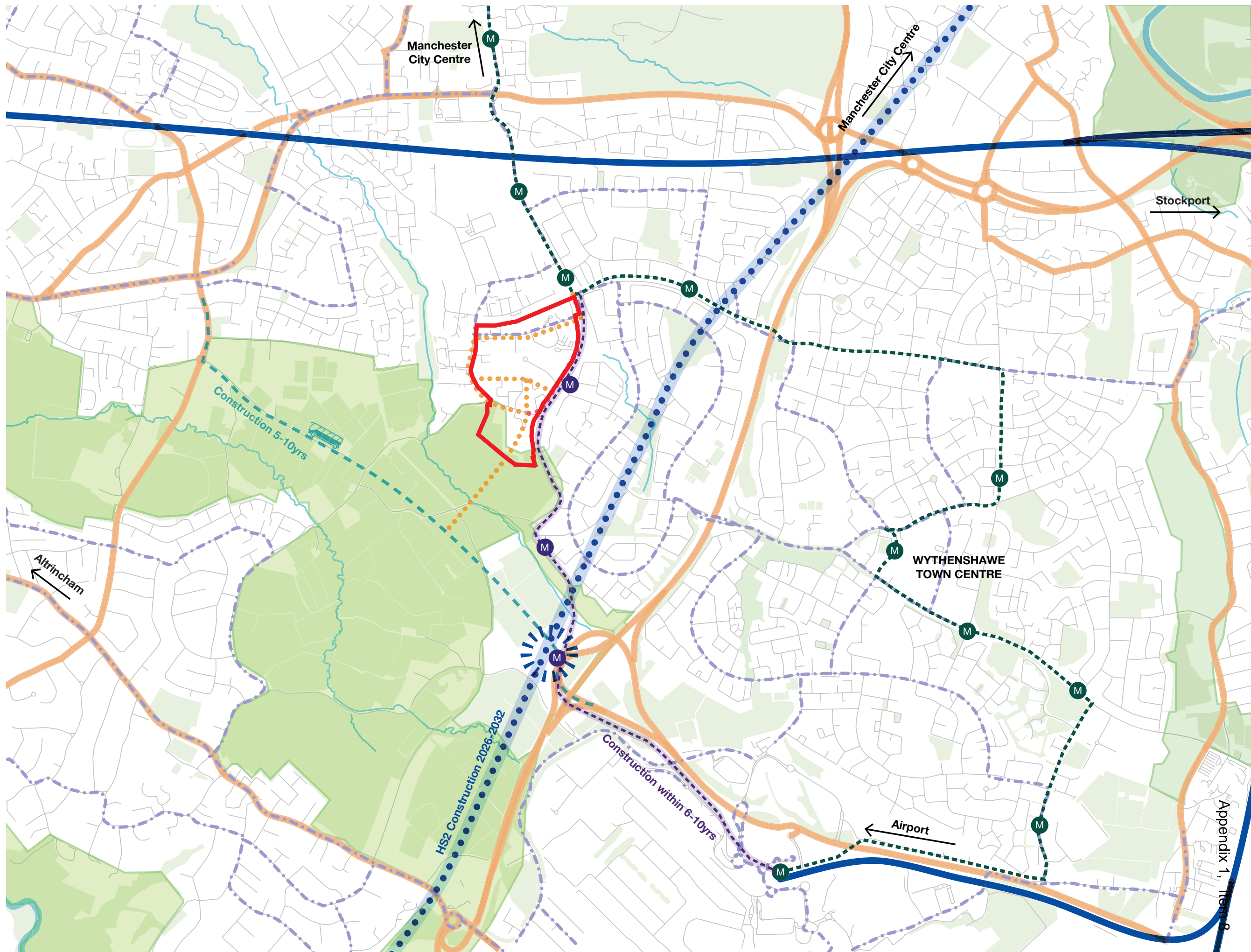


-  Wythenshawe Hospital Site
-  Existing road network
-  Timperly Wedge/ M56 Link Road 5-10year development
-  Proposed masterplan roads
-  Existing railway lines
-  HS2 2016 consultation route Construction circa 2026-32
-  Proposed HS2 Airport Station
-  Existing Metrolink
-  Proposed Western Loop Metrolink extension. Construction within 6-10yrs
-  Metrolink stops
-  Proposed Metrolink stops
-  Bus links

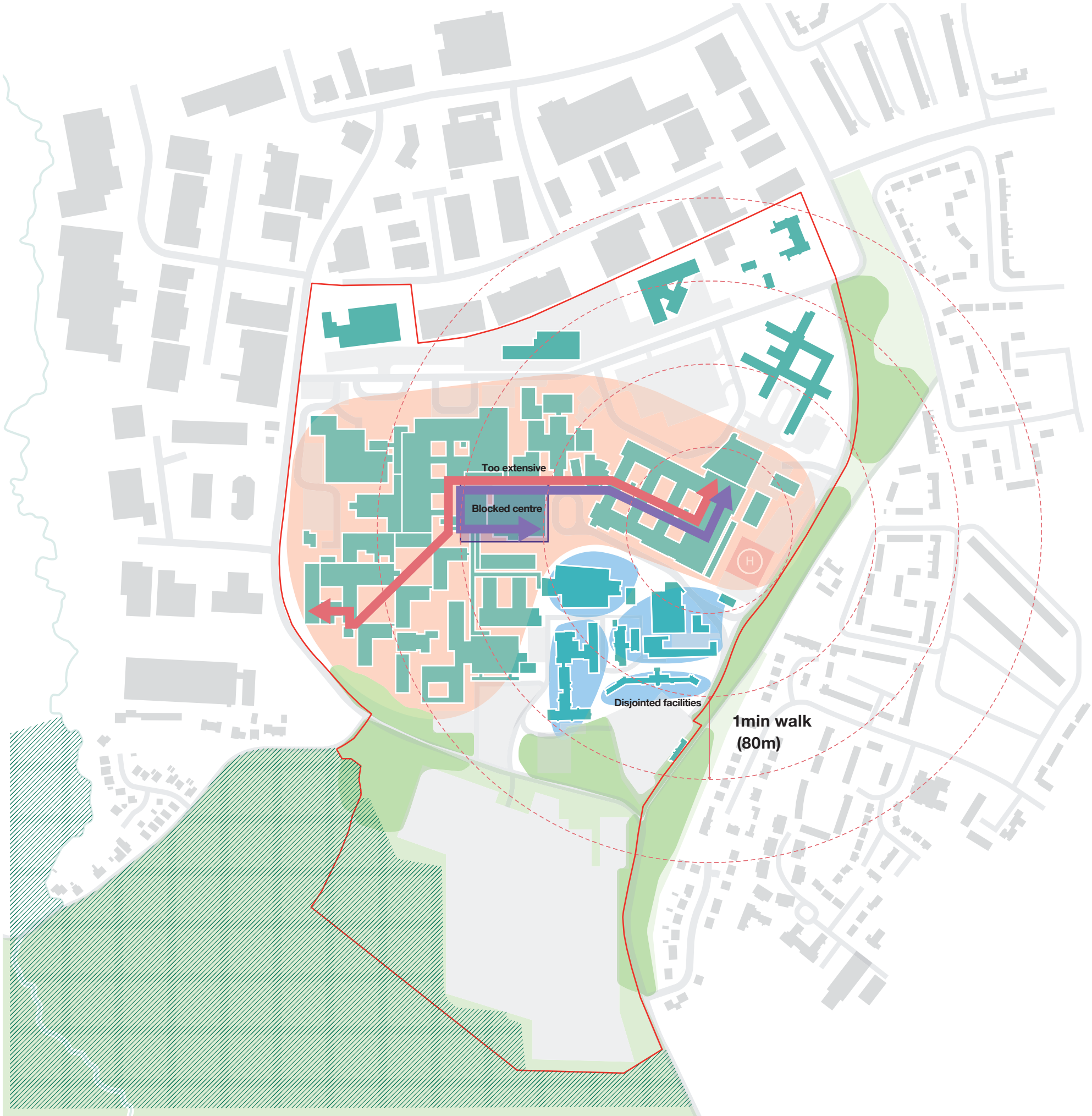
Wythenshawe Campus SRF Wider Site Analysis

Figure 3.9
Existing & Proposed
Transport Links

0 100 200 500



- Circulation - FM Route to Acute Block
- Circulation - Children's Ward to MRI
- Inward-looking development
- Green space
- Mature green space
- Greenbelt land
- Hospital Buildings (clinical)
- Hospital Buildings (non-clinical)



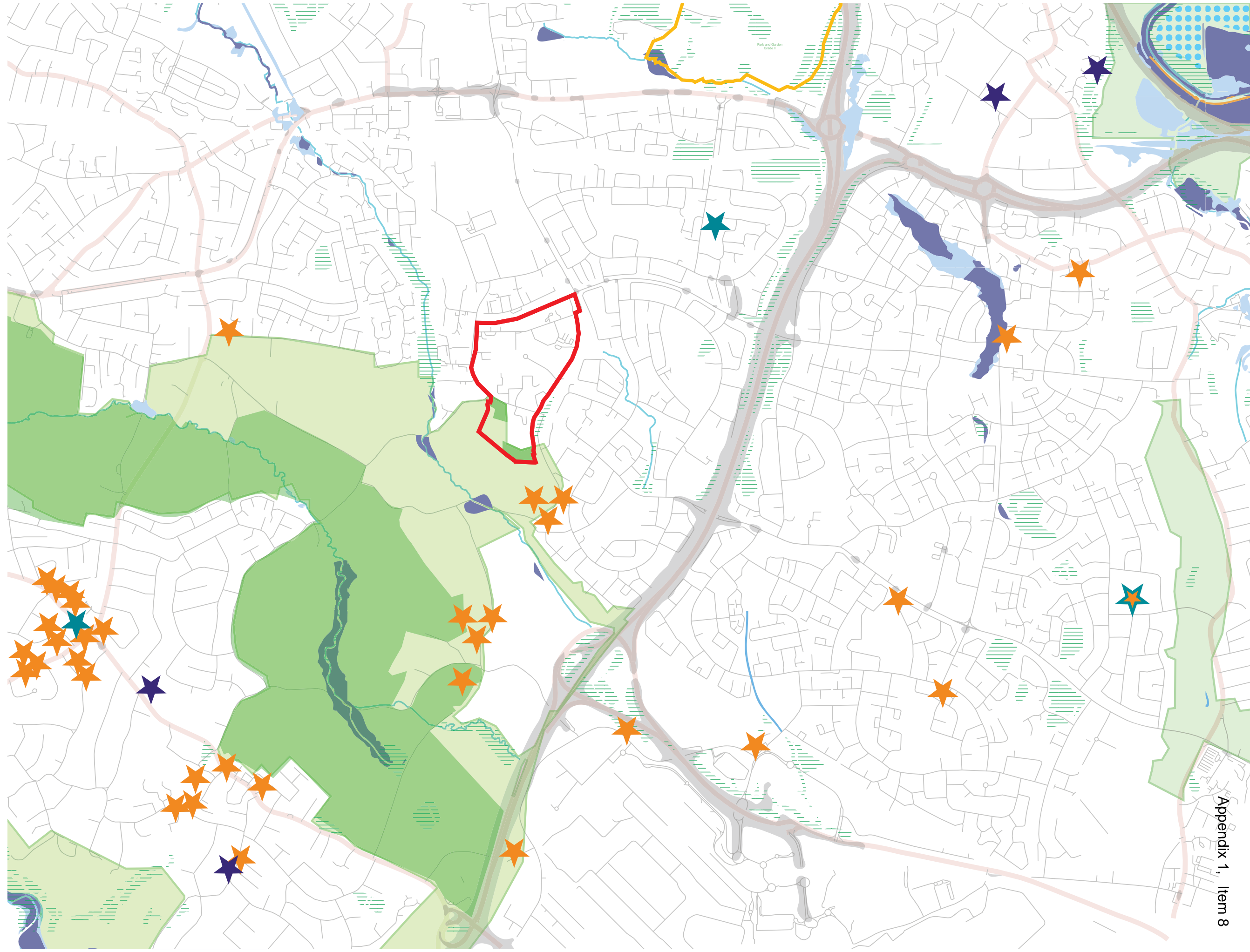
- Wythenshawe Hospital Site
- Existing green belt
- Proposed green belt
- Deciduous woodland priority habitat
- Conservation area
- Grade II listed building
- Grade II* listed building
- Grade I listed building
- Scheduled Monument
- Fluvial flood zone 2
- Fluvial flood zone 3
- Flood storage area
- Air Quality Management Area













Wythenshawe Campus SRF
Wider Site Analysis

Figure 3.11
Existing Environmental
Designations & Constraints



0 100 200 500

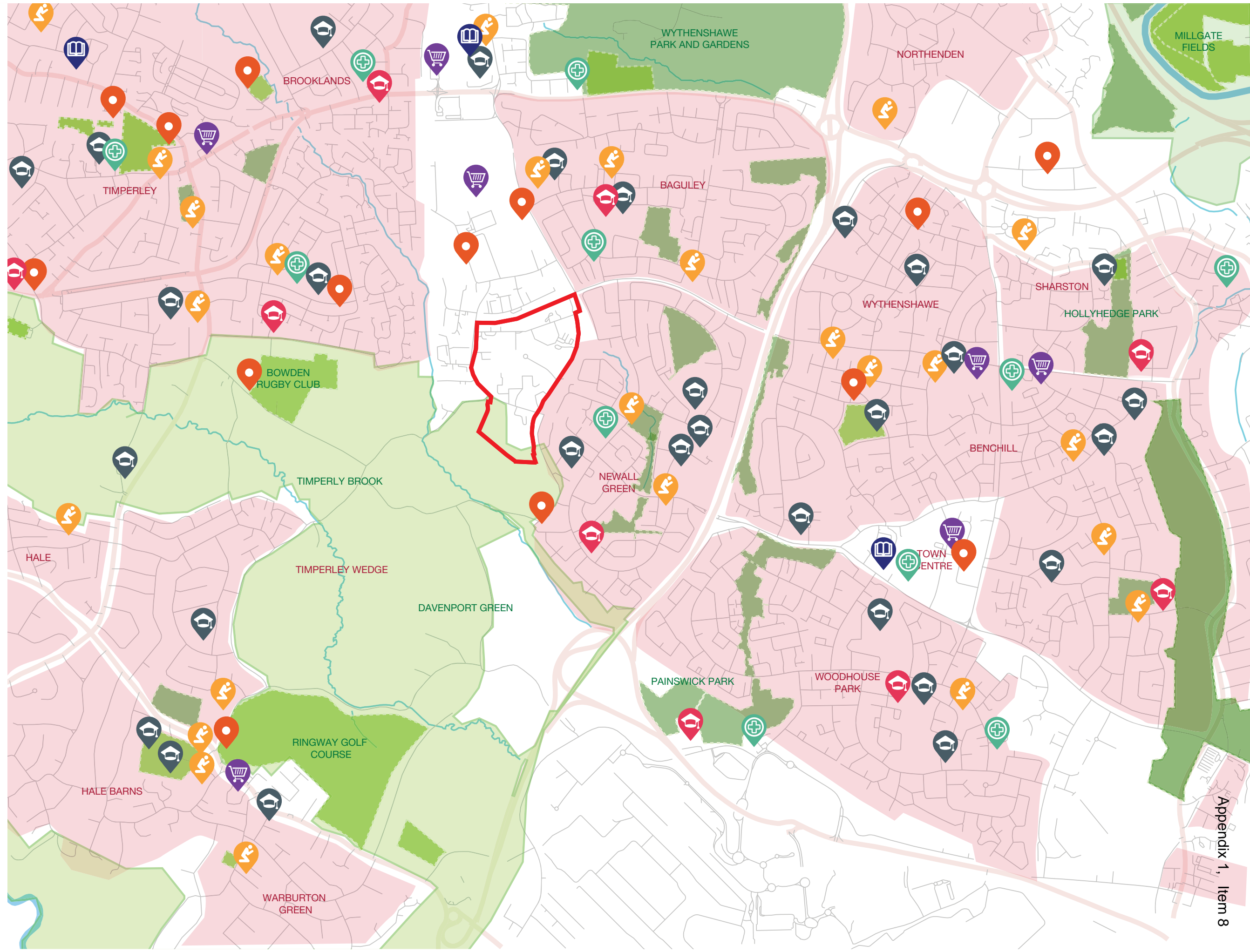


-  Wythenshawe Hospital Site
-  Existing green belt
-  Residential Area
-  Nursery
-  School
-  GP surgery
-  Religious place of worship
-  Library
-  Retail
-  Leisure
-  Sports playing fields
-  Public park/ green space

**Wythenshawe Campus SRF
Wider Site Analysis**

Figure 3.13
Existing Social Infrastructure

0 100 200 500



4 Vision for Wythenshawe Hospital Campus

4.1 The vision is to evolve a Wythenshawe Hospital Campus that will deliver the following:

- **Exceptional Health Care and Clinical Facilities** which contribute towards achieving the strategic priorities and objectives of MFT and the GMHSCP.
- A highly **Sustainable Campus**, which delivers on MFT, Bruntwood and Manchester City Council's commitment to be **Net Zero Carbon by 2038**.
- **A Diversified Range of Uses** as part of an innovative sustainable health village in line with *Core Strategy Policy EC12*, which will include complementary research and development, office (including light manufacturing associated with the hospital R&D) and workspace buildings.

Residential use linked to the hospital function, which addresses an identified need and helps to deepen the City's housing offer could be included. If included, it should use a model that enables investment benefit to flow to the wider health system. This would be a mix of key worker housing and step-down care facilities.

Other complementary uses would include hotels, conferencing, leisure, training, ancillary retail, and multi-storey car parking provided as part of a rationalisation of land and alongside a primary focus on sustainable travel planning.

- **Supporting the Local Community** through access to jobs and skills, including the creation of employment with raised

productivity and pay in the foundational sectors such as retail and social care, as well as social infrastructure and improved health and social care outcomes.

- **A Place that is Attractive and Legible to All** for example through maximising public realm and the quality of the built environment, creating a legible arrival experience, clear entrances and easy to navigate buildings and spaces.
- Growth that is underpinned by **Effective Transport and Car Parking Strategies** to manage impacts on local communities.
- Supporting **Healthy Communities** through access to **Green Infrastructure**.
- **A 'smart' hospital** – technologically advanced and 5G enabled.
- **World-class Research and Innovation** that leverages the strengths of Manchester and Wythenshawe Hospital.
- **Globally Competitive Location** for complementary businesses to grow and thrive.
- A form of development that is complementary to and **Enables the Delivery and Growth in the Wider Sphere of Influence**, including Manchester City Council owned land, the Roundthorn Industrial Estate, Timperley Wedge and Manchester Airport / Airport City.



5 Overarching Development Principles

Land Uses

- 5.1
- Wythenshawe Hospital Campus could appropriately become a sustainable health village, leveraging its strengths and advantages in terms of clinical, research and innovation excellence to make a significant contribution to Greater Manchester’s identified health and social care priorities, as well as established economic, social and environmental objectives within local and national policy.
- 5.2
- Primary land uses include the retention of the main hospital function, together with new commercial and workspace buildings with potential for laboratory facilities or other light manufacturing uses, which are designed to support the commercialisation of research in life sciences and health care sectors in line with *Core Strategy Policy EC12 University Hospital South Strategic Employment Location*.
- 5.3
- As part of this mix, an element of educational use would also be an appropriate land use where this supports the priorities for the Wythenshawe Hospital Campus.
- 5.4
- Appropriate uses could also include ancillary leisure and retail, which would contribute towards the creation of a destination and enable co-location of services to promote improved health outcomes as well as strengthening the foundation economy. This includes café, hotel, conference, gym and other sports uses.
- 5.5
- These types of uses could also be important in helping to create active ground frontages, which would promote vibrancy and a sense of community.
- 5.6
- Multi-storey car parking (MSCP) could be an appropriate use subject to meeting the criteria set out at paragraphs 5.44 to 5.54.
- 5.7
- Wythenshawe Hospital Campus is not considered to be a location for general residential use. However, there is a clear opportunity to provide an element of residential use within the overall mix that is linked to the hospital function, which would contribute towards achieving a balanced supply in accordance with *Core Strategy Policy H1 Overall Housing Provision*. This could include key worker homes for hospital staff, extra care and step-down facilities.
- 5.8
- In bringing forward this type of residential use, it would be necessary to demonstrate within a planning application how the investment benefit would flow back to the wider health and care system.
- 5.9
- Any residential development proposed must be fully compliant with Manchester’s Residential Quality Guidance (RQG) and this would need to be demonstrated clearly within the application documentation.
- 5.10
- Figure 5.5 illustrates the proposed distribution of land uses across the Wythenshawe Hospital Campus Masterplan;

clinical uses would continue to be focused to the north, with the centre of the Site becoming a destination for commercial activity and the south potentially an area of residential-led uses linked to the hospital function and integrating with existing residential areas of Wythenshawe and potential future development at Timperley Wedge (subject to separate processes required to remove land from the Green Belt).

Maximising Local Opportunities from Development

- 5.11 MFT and Bruntwood are both employers of significant numbers of Greater Manchester residents and there is clear scope for continued action in respect of social value and opportunities for local communities.
- 5.12 Future planning applications should demonstrate how development could maximise these opportunities, including through the use of local labour agreements for the construction and operational phases of development, in line with *Core Strategy Policy EC10 Wythenshawe (Employment)*.
- 5.13 This could include a range of roles from clinical and research, commercial through to estates and facilities, retail and hospitality opportunities that a key focus for improvement in the foundation economy.
- 5.14 Consideration ought to be given to opportunities for wider contribution to social value, for example through working with local community organisations to provide access to, and use of, facilities, training and education, and green spaces within the Wythenshawe Hospital Campus.
- 5.15 As part of the commitment to delivering a more sustainable campus, there is also scope to consider changes in approach to supply chain management and procurement, with a view to focusing more on local suppliers and those that provide training and opportunities for local people.

Scale and Density

- 5.16 Figure 5.6 illustrates the approach to scale and density within the Wythenshawe Hospital Campus.
- 5.17 There is an opportunity to increase the scale of new development, with an appropriate height datum for buildings potentially being between 9 and 21 metres. This would help to achieve an improved density within the framework area and help maximise its contribution to the economic growth in line with *Core Strategy Policy EC10 Wythenshawe (Employment)* and health and social care objectives of Greater Manchester.
- 5.18 To the south and east, development ought to respond to the lower rise scale of the existing residential neighbourhoods and the open nature of green space and fields; in this location it is considered that a height of between 9 and 15 metres would be appropriate, subject to appropriate design and inclusion of landscaping and green space.

Transport and Travel Planning

- 5.19 Transport and travel planning for the Wythenshawe Hospital Campus would need to work at both the site level and in the context of the future development in the wider sphere of influence.
- 5.20 As described within Section 3, there is also an evolving picture in terms of the highway and public transport network, which ought to be reflected in the development principles and the need for interim approaches.
- 5.21 A transformative shift to sustainable transport modes in line with *Core Strategy Policy T1 Sustainable Transport* is also important for sustainability and health, for example in terms

of improving poor air quality (which has a negative effect on health) and encouraging physical activity.

5.22 Future development ought not to be designed around use of the private car and, in addition to the principles outlined below, consideration could be given to bridging gaps in the current public transport infrastructure, for example through the use of shuttle buses, in future travel planning.

5.23 The following hierarchy of travel and travel planning ought to be considered as the Wythenshawe Hospital Campus Masterplan is brought forward:

- **Reduce the need to travel** – through use of policies and infrastructure to encourage remote working and appointments where appropriate.
- For those that do need to travel, consider the following **hierarchy of importance**:
 - Pedestrians.
 - Cyclists.
 - Public Transport Users.
 - Low emission cars.
 - Cars.

Metrolink

5.24 The Campus is served by the existing Metrolink route between Manchester Victoria and Manchester Airport.

5.25 The potential future Western Loop Extension is currently proposed to track immediately to the east of the campus and has the potential to further enhance accessibility to areas across Greater Manchester through provision of new stop(s) adjacent to the site.

5.26 Figure 5.2 shows the currently proposed route and indicates the preferred location of the new stop(s).

5.27 The layout of new development would need to be designed to protect and connect into this route, which is shown in the Transport and Works Act Order.

5.28 Given the wider sphere of influence and the potential for further development across a mix of uses to the south of the Jurassic Car Park and at Timperley Wedge, as well as the delivery of HS2, a number of stakeholders have identified a possibility for revised routeing of the extension and stop(s) to better support this future development and connection into the future proposed HS2 Manchester Airport Station.

5.29 This revised routeing would form a more logical desire line tracking westwards and north to south through the heart of the future development sites, which would also have the benefit of creating more attractive and connected development plots and aligning with the wider proposed transport corridor (and any associated utilities and other infrastructure).

5.30 This would be dependent on timing of delivery of all schemes, which is currently not confirmed.

5.31 Figures 5.2 and 5.7 provides an indication of how the Wythenshawe Hospital Campus masterplan could adapt to accommodate this revised routeing and the improved development plots that could be formed as a result.

Enhanced Bus Infrastructure

5.32 Bus access would continue to be important and there is an opportunity to improve and future-proof infrastructure to enhance visitor and staff sustainable access as the campus layout is reconfigured and vehicle movement is defined.

- 5.33 This could include a “Bus Station” within the campus, which consolidates existing stops and creates a clear destination, together with electric vehicle and fast-charging facilities.
- 5.34 In addition, when considering the wider sphere of influence, there is future potential for the masterplan to connect into the proposed future strategic bus corridor forming part of the draft GMSF Timperley Wedge allocation, which is identified as a requirement to improve east to west linkages between Altrincham, HS2 and Manchester Airport.

HS2 Rail

- 5.35 The proposed HS2 Railway runs to the east of the Wythenshawe Hospital Campus and is proposed to have a station circa 4km to the south at Manchester Airport adjacent to the M56; this would further enhance the accessibility of the Site through creation of a second multi-modal transport hub (alongside Manchester Airport).
- 5.36 A new road link would be required to connect the strategic highway network to the Manchester Airport HS2 Station; there is currently no information about the location or design of the access and / or link road but this could also create opportunities for future development to the south of the Site in later phases through enhanced strategic road networks.

Highway Network

- 5.37 The existing network and access to the north of the Wythenshawe Hospital Campus is functioning well and is not significantly congested; this is likely to continue to be the primary vehicle access as shown on Figure 5.2.
- 5.38 Notwithstanding this, future planning applications would need to consider the impact of development on the capacity of key

junctions in the vicinity of the site, including along Southmoor Road Corridor and Floats Road Corridor.

- 5.39 A new link on the eastern side of the masterplan between Southmoor Road and Floats Road may help to alleviate some of the impact of development traffic through the creation of a more attractive route to and from the north.
- 5.40 Roads to the south do experience congestion, including Junctions 5 and 6 of the M56 – these are proposed to be upgraded to SMART Motorway in 2020; however, progress is pending a Central Government review of SMART Motorway activity early in 2020.
- 5.41 Future planned development, including at Manchester Airport, Timperley Wedge and the potential connection at Junction 6 of the M56 to HS2 Manchester Airport Station, is likely to place further pressure on this strategic route.
- 5.42 Feasibility and modelling work would be needed to test the capacity of the strategic network for future development and identify modifications or enhancements that might be required to facilitate these schemes. This would be an on-going process.
- 5.43 This could potentially generate alternative access options to the south for Wythenshawe Hospital Campus in the future and new development would be designed so as not to preclude the possibility of using these.

Car Parking Strategy

- 5.44 With Manchester’s significant levels of investment in public transport provision and shifting attitudes of people towards commuting and travel, there is a desire to gradually reduce travel by car.

- 5.45 The Wythenshawe Hospital Campus would be developed in line with a campus-wide sustainable travel plan, which would provide a framework to improve sustainable transport choices by staff and visitors in line with *Core Strategy Policy T1 Sustainable Transport*.
- 5.46 Each individual future planning application in relation to the framework area would then also be supported by a detailed Travel Plan, which provides for the incorporation of sustainable transport choices, aligns with the campus-wide plan and demonstrates for that scheme how it could deliver overall benefit and improvement comparative to the existing situation.
- 5.47 Recent travel to work analysis (as described in Section 3) identifies that more than 50% of staff (1,500 employees) live within 5km of the Site. Use of local employment measures including local labour agreements through the planning process, could further increase this proportion as employment numbers grow and thus further reduce the demand for car parking.
- 5.48 Whilst there is a clear focus on sustainable transport to reduce reliance on the car, it is likely that there would be demand for car parking from staff, patients and visitors.
- 5.49 Given the nature of activity at the Campus, an element of retained car parking would be an important aspect of the offer, in terms of attracting and retaining the best staff and talent, and creating a high quality patient experience.
- 5.50 In order to compensate for the loss of surface car parking, and to assist with the rationalisation and place making strategy for the Wythenshawe Hospital Campus, the provision of car parking through carefully designed and located multi-storey car parks (MSCP) is likely to be required.

- 5.51 Where new car parking is provided, it ought to incorporate a proportion of bays for disabled users in line with guidance set out at Appendix B Parking Standards of the Manchester Core Strategy and electric vehicle charging points, together with options for fast-charging, motorcycles and cycles.
- 5.52 The design of new MSCPs would need to consider options for future-proofing, for example potential conversion to alternative appropriate uses in the event that reduced demand is evidenced.
- 5.53 As part of the overall car parking strategy, consideration would be given to the potential for displacement of car parking to local streets.
- 5.54 An audit of the existing on-street parking arrangements in the vicinity of the Site, including any Resident Parking Zones (RPZ), would be required to inform an assessment of whether there is a requirement for amended or new resident parking controls to ensure that local residents are able to park near their homes and to facilitate the management of on-street car parking.

Local Connections

- 5.55 New and enhanced pedestrian and cycle routes would help to reinforce connections from Wythenshawe Hospital Campus into the existing residential community to the east and the Roundthorn Industrial estate to the north and west.
- 5.56 Linkages could be strengthened by addressing the building frontages on key routes, which are currently inward facing and turn their back on surrounding neighbourhoods.
- 5.57 There is potential for improved connection into the existing Airport City Cycle Route, which utilises Floats Road to the south and west.

- 5.58 The Bee Network does not currently extend to the framework area, but consideration could be given to connection into this if future opportunities arise.
- 5.59 New development would be designed so as to protect the opportunity for strong connections into the wider sphere of influence as it develops, including Timperley Wedge.
- 5.60 Figure 5.3 identifies potential pedestrian and cycle connections.

Wayfinding and Legibility

- 5.61 The existing estate lacks a clear front entrance and is challenging to navigate, particularly with the obstacle of dense building form at its heart. It does not have a clear identity and is primarily a functional environment.
- 5.62 An important component of the masterplan is therefore to establish a set of principles that support the Wythenshawe Hospital Campus to become a destination in its own right.
- 5.63 The long term vision is for the orientation of the campus to be reversed through new development, focusing clinical and commercial activity to the south and the main hospital entrance located at the centre of the Site and facing southwards.
- 5.64 This would enable the heart of the Campus to become a place for people, with more generous open space that creates an attractive pedestrian environment and encourages interaction and activity.
- 5.65 Establishment of this primary entrance, with rationalisation of multiple existing entrances, together with a clearer hierarchy of routes into and within the campus could provide clarity for people arrival and movement.

- 5.66 A new pedestrian and cycle route could be created leading from the heart of the Campus west through new commercial and clinical buildings and linking to the existing residential neighbourhood as a strong new connection.
- 5.67 The link could connect into Clay Lane, an existing route that is access only for vehicles and leads to the Metrolink stop at Roundthorn; proposals for the Metrolink Western Leg Extension show a potential future stop at the Clay Lane interface with the Campus in this location.
- 5.68 There is potential for legibility and wayfinding to be further enhanced through the introduction of good quality signposting and the use of ancillary leisure and retail uses.
- 5.69 Active uses could help to create clusters of vibrancy within the Campus and onto key frontages, such as Tilson Road to encourage permeability to Roundthorn Industrial Estate.
- 5.70 The strategy is likely to evolve as development comes forward on the Campus and in the wider sphere of influence, and new and enhanced connections could be created to link the Campus into these neighbourhoods.
- 5.71 Interim measures ought to be considered as the masterplan is developed out and in advance of development in the wider sphere of influence, which could include temporary signposting and pop-up spaces and activity to encourage alternative movement patterns.

Public Open Space

- 5.72 New and enhanced public realm could be provided as part of the place-making strategy as development is delivered across the Wythenshawe Hospital Campus, this could give staff, patients, visitors and local residents access to a range of

open space and recreational opportunities that could contribute towards improved health and well-being outcomes.

- 5.73 This could include areas of open space, sport and recreation facilities and access to green infrastructure.
- 5.74 Figure 5.4 provides an indication of the strategy that could be implemented for public open space.

Ecology and Biodiversity

- 5.75 New development could provide opportunities for contribution to Manchester's Green and Blue Infrastructure Strategy (as set out within *Manchester's Great Outdoors (July 2015)* and *Core Strategy Policy EN9 Green Infrastructure*), including through identifying opportunities for soft landscaping and tree planting, which could help to create green corridors connecting into existing and future green space and parks.
- 5.76 There may be opportunities to re-purpose underutilised areas, such as roofspace and walls with improved green space and wildflower areas.
- 5.77 Improved green infrastructure could also make an important contribution to better air quality and achieving net zero carbon development, through use of planting that is capable of removing carbon from the air, as well as making development adaptable to climate change for example through inclusion of sustainable drainage systems.
- 5.78 This could also provide opportunities for the delivery of social value, for example through the opening up of new spaces and green areas to the local community and through initiatives that could attract local schools and other community groups to engage with the spaces and their management.

Air Quality

- 5.79 Effects on air quality ought to be managed to the highest standards of best practice during the construction period and operational phases of all new development.
- 5.80 *Core Strategy Policy EN16 Air Quality* requires developers to take measures to minimise and mitigate the local impact of emissions from traffic generated by development, as well as emissions created by the use of the development.

Water Resources and Sustainable Drainage

- 5.81 Any future planning applications should be supported by a site-specific flood risk assessment and drainage strategy.
- 5.82 Sustainable Urban Drainage Systems (SUDs) ought to be incorporated into the design of new development; a strategy that clearly sets out how SUDs will be managed and maintained would be needed for future planning applications in accordance with *Core Strategy Policy EN14 Flood Risk*.
- 5.83 Opportunities for reduction in water usage could also be explored, for example through use of Internet of Things technology and sensors to track flushing of pipework.

Net Zero Carbon and Sustainability

- 5.84 MFT has joined other organisations and healthcare institutions across the country in declaring a climate emergency, supporting the recent declaration made by the GMHSCP committing to far-ranging action to reduce carbon emissions and avert predicted illness and disease.
- 5.85 MFT's SDMP sets out the vision, strategy and objectives for delivering sustainable healthcare across the city of Manchester, Trafford and beyond and is underpinned by annual delivery plans and progress reported in the annual

report. It sets a five year carbon budget, with the aim for a 33% reduction in carbon emissions by 2023/4 compared to the 2017/18 baseline.

5.86 The strategy is established around four core themes, which include:

- **Environment** – improving environmental efficiency across the MFT estate and using resources more efficiently.
- **Health** – supporting the health and wellbeing of patients and staff by providing health spaces and empowering healthy choices.
- **Future** – increasing the resilience of MFT and its assets to future demands and pressures.
- **Community** – enhancing MFT's role and impact in the community by thinking and working beyond the boundaries of the hospitals and health centres.

5.87 Achievements to date include:

- One of the first NHS Trusts to introduce a 'Green Impact and Green Rewards' scheme, to encourage learning and proactive behaviour changes that staff can make in their everyday work and home life.
- Reducing carbon footprint by 5% per patient contact since the baseline year of 2013/14.
- Achieved Excellence in Sustainability Reporting for 2015/16 and 2016/17.
- Multiple awards including: Health Business Awards: Sustainable Hospital 2018, Green Apple: Health Sector Overall Winner 2018, 2018 Gold Travel Choices Award from TfGM, 2017 Winners in the Environmental Improvement Category at the Health Business Awards.

- 8% reduction in single occupancy car journeys against the 2015 baseline and a 5% increase in active travel.
- £400,000 invested in energy efficiency since 2017.
- 80 tonnes of CO2 and £166,000 saved through the reuse network Wrap it since 2015.
- Honeybee hives on the roof of MFT headquarters since spring 2017 (average of 8), supported by trained staff beekeepers.
- 5,000 sustainability actions completed through the staff engagement programme, Green Impact.
- Undertaking pioneering work to reduce the use of gases used in anaesthetics, which are currently harmful to the environment.
- Provision of electric vehicles within the in-house transport fleet.

5.88 Similarly, as outlined in Section 1, Bruntwood is part of the MCCB and has committed to achieving a zero carbon future, together with the pledge to the GBC Net Zero Carbon Commitment.

5.89 Development of the Wythenshawe Hospital Campus could appropriately promote a sustainable development, including through the maximisation of its locational advantages and proximity to public transport nodes, as well as building design, promotion of health and well-being, place-making and enhanced connections.

5.90 A holistic approach to sustainability could be developed, which includes consideration of:

- People and buildings.
- Building strategies.

- Organisational behaviour.
- Off-set contribution only where necessary, for example City of Trees or through contribution to local social value initiatives such as addressing fuel poverty through improved insulation of homes.

5.91 In delivering new development, opportunities to reduce carbon through increasing low and zero carbon energy where feasible (*Core Strategy Policy EN5 Strategic Areas for Low and Zero Carbon Decentralised Energy Infrastructure*), reducing energy demand and improving efficiency could be considered. It should also be adaptable to climate change (*Core Strategy Policy EN8 Adaptation to Climate Change*).

5.92 Development must have regard to the requirements of Manchester's Zero Carbon Framework 2020-2038, which is currently in draft form but due for adoption during spring 2020.

5.93 New buildings ought to be designed so that they are flexible and adaptable to meet changing demands, including consideration of new technologies and working practices.

5.94 New development ought to provide better facilities for those who cycle, walk or run to work or place of study, including secure cycle parking, showers, changing and storage facilities.

Developing a Net Zero Carbon Strategy

5.95 MFT and Bruntwood are working with the masterplanning team to develop a Wythenshawe Hospital Campus Net Zero Carbon Framework and Action Plan, which could provide a route-map through which Net Zero Carbon could be achieved through construction and operation of the Campus Masterplan.

5.96 This work will build on the SDMP and has been further galvanised by the SRF and thinking about future potential of the built environment within the Campus.

5.97 An initial workshop was held on 6 February 2020, with representatives from MFT, Bruntwood, and technical consultants including Hoare Lea, RLB, Curtins and Deloitte.

5.98 The Zero Carbon Framework and Action Plan is proposed to be developed through spring and summer 2020 and would include the following:

- Overarching sustainability goals.
- Case studies, covering hospital, commercial and residential development – including example development projects and sustainability schemes such as Design for Performance and NABERS.
- Energy and Water.
- Embodied Carbon (Design and Construction).
- Sustainable Travel.
- Health and Well-being.
- Green Space and Biodiversity.
- Waste, Resources and Circular Economy, for example waste prevention at source (working with procurement team) and re-use of materials and furniture, which could also provide social value opportunities through a repair café or workshop.
- Social Value.
- Sustainable Care, for example exploring scope for digital appointments where feasible to reduce travel impacts, looking at alternative options for propellant gases in clinical care and equipment.

- 5.99 The Net Zero Carbon Framework and Action Plan is proposed to be developed so that in the future it can be used as a framework through which planning applications can be presented.

Managing Operational Requirements

Future-proofing Access for Emergency Vehicles

- 5.100 A critical operational requirement for the Wythenshawe Hospital Campus is the protection of access at all times for emergency vehicles to the retained Accident & Emergency (A&E) building at the east of the estate.
- 5.101 New development would have to be designed so as not to impede that access or fetter options for potential future access points that might be beneficial in the operational management of the estate.
- 5.102 Initial transport feasibility studies indicate that there might be potential for relocation of the Service Access to the north, with a route directly off of Southmoor Road. Public access to A&E would remain from Southmoor road. Emergency vehicle access to A&E would be retained in its current location, with the potential addition of access from the south via a new eastern link road.
- 5.103 This would enable the upgrade of this route to all vehicles to serve western and southern areas of the Wythenshawe Hospital Campus in the later phases of the Masterplan.

Segregation of Accident & Emergency Facilities

- 5.104 Rationalisation and reconfiguration of the estate would enable the retained existing A&E building to operate in a way that segregates flows from the main hospital entrance, creating an opportunity for enhanced operational efficiency and a more calming environment.

Design Excellence

- 5.105 New buildings and spaces would need to demonstrate architectural and urban design excellence and help to create an architectural identity for the Wythenshawe Hospital Campus, as well as providing high quality environments for staff, patients, visitors, commercial and residential occupiers in accordance with *Core Strategy Policy EN1 Design Principles and Strategic Character Areas* and *Policy DM1 Development Management*.
- 5.106 Buildings could incorporate new technologies and innovations that would help to facilitate excellent care and research, as well as enhanced working and living environments.
- 5.107 Precedent images and sketches produced by BDP and provided as Appendix 1 help to illustrate the design aspiration for the Wythenshawe Hospital Campus.

Key Views

- 5.108 Key short-range views of the Framework Area are illustrated on Figure 3.4.
- 5.109 Future planning applications should demonstrate how the design, height and siting of new buildings has been developed in response to views into the Wythenshawe Hospital Campus from key locations and within the site itself, to secure a positive contribution to the townscape.

Sense of Place

- 5.110 The existing estate has a limited sense of place as a collection of hospital buildings and internal vehicle routes; there is an opportunity through the introduction of new built form, uses and open space to create a more distinctive destination that could also play a role in the improved health and well-being of those that experience it.

- 5.111 To support this objective, ancillary amenity uses such as leisure, retail and community uses could be encouraged to create clusters of activity and help to provide vibrancy and visual interest.
- 5.112 Over time, as the estate is reconfigured, there could be opportunities to create larger areas of open space and give priority to pedestrians and cyclists in a high quality environment.
- 5.113 There may be opportunities for outdoor sport and recreation activity to generate animation and contribute towards a sense of place that reflects the aim of enabling positive health and well-being outcomes.

Managing Local Impacts

- 5.114 The Wythenshawe Hospital Campus would continue to be subject to a comprehensive management regime, to ensure that buildings and spaces are operated in a way that minimises potential impacts to the local community in line with *Core Strategy Policy DM1 Development Management*.
- 5.115 This includes implementation of strategies in relation to vehicle movement and access, management of public realm and open spaces and designing new buildings to meet relevant criteria in terms of microclimate factors such as noise, air quality, sunlight daylight and wind.
- 5.116 Similarly, careful consideration will be given to management of potential impacts during the construction phase, including through the use of Construction Management Plans submitted with each future planning application, to set out measures to manage noise, air quality, transport and other impacts.

Safety and Security

- 5.117 Development ought appropriately to be designed to create a safe and secure environment using the principles of "Secure by Design" or an alternative equivalent scheme (such as SABRE, a BRE security risk management accreditation) in accordance with *Core Strategy Policy DM1 Development Management*.
- 5.118 New development could be orientated to ensure animation key pedestrian and cycle routes into and around the framework area, facilitating increased natural surveillance of these areas.

Inclusive Access

- 5.119 Development ought to be accessible to all and designed so as to provide a welcoming and safe environment in accordance with *Core Strategy Policy DM1 Development Management*.

Spatial Principles for Wider Sphere of Influence

- 5.120 Figure 5.7 illustrates the Wythenshawe Hospital Campus within the future state wider sphere of influence.
- 5.121 The future expansion plot to the south of the Jurassic Car Park could be suitable for commercial-led, office use and supporting ancillary retail and leisure subject to the adoption of the draft GMSF and confirmation of Allocation 11 Roundthorn Medipark Expansion / removal of all relevant land within that area from the Green Belt.
- 5.122 This plot is likely to be a longer term development opportunity and it may require the delivery of the HS2 railway and station to facilitate the sustainable transport access that would make it an attractive investment location.

- 5.123 Development would be designed to integrate with the Wythenshawe Hospital Campus, in terms of physical and functional connections.
- 5.124 The focus for Roundthorn Industrial Estate will continue to be improved performance and function, and enhanced access and permeability into and around the estate.
- 5.125 This could be achieved through provision of more attractive pedestrian routes and actions to address on-street car parking as well as replacement of poorer quality buildings as they reach the end of their useful life.
- 5.126 Consideration could be given to the inclusion of active ground floor frontages to new buildings as and when they are brought forward.
- 5.127 The primary use of the estate would continue to be light industrial or manufacturing with some office; there is clear potential as new development comes forward to target occupiers that are complementary to the Wythenshawe Hospital Campus, for example office, or manufacturing aligned to science and healthcare.
- 5.128 Timperley Wedge would be suitable for residential and employment-led use, comprising circa 2,400 homes and circa 60,000 sq.m. of office floorspace together with transport, community and environmental infrastructure, subject to the adoption of the draft GMSF and confirmation of Allocation 46 Timperley Wedge / removal of all relevant land within that area from the Green Belt.
- 5.129 This would include new green spaces that could be linked into the Wythenshawe Hospital Campus and would help to create a physical connection and good permeability between the developments.

Public Benefits

The Wythenshawe Hospital Campus SRF has the potential to deliver significant public benefits to the residents of Wythenshawe, Manchester and the wider City Region.

Wythenshawe

5.130 Economic benefits would include:

- Creation of temporary employment opportunities during construction phases and commitment to provide access to local residents through local labour measures.
- Creation of a range of employment opportunities within key growth sectors of life science and health, as well as the foundational economy including retail, education and social care, and commitment to provide access to local residents through local labour measures.
- Review of supply chain management and the opportunity to identify and procure local suppliers where feasible.

5.131 Social benefits would include:

- Delivery of an accessible Campus and sustainable health village, which is integrated into the local community in ways that will help to improve the local population's health and well-being.
- Development of new and improved treatments and modes of care, from which residents can directly benefit through proximity to the Campus.
- Step down care facilities that will enable local residents to benefit from treatment in an environment outside of hospital where their needs may be better met.
- Potential for affordable key worker housing, which would be accessible for local residents working at the Campus.

- Access to new leisure and recreation uses.
- Opportunities for improved engagement with the local community, through education and training, and encouragement to use the new facilities, including open space and recreation areas.

5.132 Environmental benefits would include:

- A framework within which to target Net Zero Carbon for the clinical, commercial and residential buildings, in terms of construction and operation.
- New and enhanced open space, which connects to existing and future green infrastructure and creates opportunities for improved biodiversity.
- Implementation of further travel planning measures, which will secure improvements to sustainable transport use, air quality and reduced carbon emissions.
- Exploring strategies for the reduced use of the private car and improvements in terms of air quality and noise.

Manchester and City Region

5.133 Benefits for Manchester and the City Region would be similar to those for Wythenshawe, but would also include:

- Continued strengthening of Greater Manchester's position as a leader in clinical research and innovation particularly in respect of heart and lung services, and commercialisation of research that attracts companies and employers in key growth sectors.
- Delivery of economic growth and employment as a result.
- Attraction and retention of talent seeking to work in a leading clinical and commercial environment, with associated spend in the wider Manchester economy.

- The opportunity to contribute towards the objective of pay and working conditions in the creation of new jobs within the foundational economy, including retail, education and social care.
- Contribution to the objective of transforming the health of the Greater Manchester population through a campus approach that supports the delivery of safe, consistent and affordable health and social care.
- Improvements that help to raise the health level of residents who have historically suffered from poor health and mean that they are better able to become fit for work, get better jobs and stay in work for longer.

Phasing and Delivery

Indicative Development Phasing and Infrastructure

5.134 The principles set out in this SRF have been designed with a 10 to 15 year delivery plan in mind – outlining the opportunities that would help the Wythenshawe Hospital Campus to grow in a manner that would create maximum health care and economic benefits for all the stakeholders and the wider City Region.

5.135 The development principles offer a degree of flexibility, which would help to achieve a proposal, within those parameters, which is commercially viable and capable of meeting the future requirements of MFT and the commercial occupier market and sources of funding.

5.136 Early phases are likely to focus on delivering clinical facilities, maximising efficiencies and releasing some land to support an initial phase of commercial development, which could comprise a multi-occupancy building.

5.137 In advance of this there may be a requirement to deliver a Phase 1 Enabling Scheme to unlock key plots on the

masterplan for new clinical buildings through consolidation of surface car parking into an MSCP and creation of a new link road to provide vehicle access between Southmoor Road and Floats Lane. This will ensure that there would be no disruption to existing clinical services and facilities of the Hospital, which will remain in operation.

5.138 Figure 5.8 shows an indicative Phase 1 option.

Future Phases

5.139 Future phases of development are likely to come forward during a carefully considered 10 to 15 year programme. An indicative approach is shown on Figures 5.9 to 5.11. This would take into account interdependencies between specific elements of the Wythenshawe Hospital Campus, the requirement to continue delivering an up-scaling in the quality and character of the environment and the potential timing of development within the wider sphere of influence.

5.140 Development could include reorganisation and rationalisation of some existing clinical and administration buildings together with provision of modern and efficient facilities, commercial and ancillary uses, set within a high quality environment.

5.141 As the potential sequencing of delivery is refined, consideration ought appropriately to be given to the likely transport planning and wayfinding / legibility options that could be required to support each phase.

5.142 Early phases could include some development to the south; this area of the Masterplan is likely to come forward more intensively in later phases as the wider sphere of influence is realised, including Timperley Wedge and associated road and Metrolink infrastructure.

Consultation and Engagement Strategy

5.143 To date, the project team has engaged with a number of stakeholders and interested parties to inform the preparation of the draft masterplan, including project partners, adjoining landowners, transport and utilities' bodies, senior officers at Manchester City Council and Trafford MBC, ward councillors and staff.

5.144 It will be equally important to understand the views of the local community and other users of the hospital as the masterplan is finalised.

5.145 The draft Wythenshawe Hospital Campus SRF will initially be reported to Manchester City Council's Executive Committee for endorsement as a basis for consultation. A 6 week consultation period will thereafter follow where all staff, the local community, landowners, other interested parties and the general public will be consulted and have the opportunity to ensure that the final version of the draft has been properly informed by their views.

5.146 The Council's formal consultation would be supported by an engagement exercise led by MFT and Bruntwood. It is proposed that this will be in the form of a series of drop-in sessions, where information boards explaining the context and aspiration of the masterplan would be presented and members of the project team will be available to answer questions and listen to views.

5.147 All comments received during consultation will be carefully considered and addressed. In addition, the outcome of the consultation process will be summarised and presented to the Executive Committee for their consideration prior to final endorsement of the SRF.

Partnership Working Arrangements

5.148 The Wythenshawe Hospital Campus SRF and Masterplan would be delivered through the existing MFT and Bruntwood strategic property partnership, which has been established to support the delivery of clinical care, research and innovation, and the future development of MFT's estate.

Developer Contributions

5.149 The LPA could utilise the Wythenshawe Hospital Campus SRF to ensure that quality outcomes are achieved in terms of building design/architecture and that the key objectives of adopted planning policy in terms of public realm, open space provision, enhanced cycling and pedestrian connections, highways and infrastructure are delivered within the framework area.

5.150 This is in line with the approach set out in the NPPF and is consistent with the principle of sustainable development which lies at its heart.

5.151 As necessary, the LPA could also utilise all reasonable mechanisms to secure appropriate contributions to enable the delivery of public realm and other community infrastructure to come forward in tandem with the delivery of development sites, in accordance with *Core Strategy Policy PA1 Developer Contributions* and Paragraph 56 of the NPPF.

5.152 The nature and scale of any planning obligations sought would be related to the form of development and its potential impact upon the surrounding area. However, the Council may seek contributions for matters including, but not limited to, community facilities, provision of green infrastructure (including open space), public realm improvements, protection or enhancement of environmental value and highways and public transport improvements.

Next Steps and Directions for Action

5.153 The next steps would involve continuation of the engagement exercise ultimately with a view to securing endorsement of the Wythenshawe Hospital Campus SRF by Manchester City Council on the basis of a fully supported development strategy opportunity.

5.154 The Wythenshawe Hospital Campus SRF could form the basis of further engagement with GMCA and Manchester City Council as the next stage of the draft GMSF is prepared and the Manchester Local Plan Review is undertaken.

5.155 MFT and Bruntwood will continue to undertake feasibility studies with the project team and wider technical stakeholder consultation with the aim of finalising a scheme to form the first phase of development at Wythenshawe Hospital Campus.

5.156 The current intention is to bring forward a detailed planning application for Phase 1A Enabling Works in summer 2020. It is likely that this would need to be supported by an audit of existing on-street parking in the vicinity of the Site, including Resident Parking Zones, together with a strategy for any amendments or new zones.

5.157 The Wythenshawe Net Zero Carbon Framework and Action Plan will be developed by MFT, Bruntwood and the wider masterplanning team.

5.158 MFT and Bruntwood will continue to have on-going dialogue with the adjoining landowners and key stakeholders with a view to ensuring that future development and planning applications are integrated and complementary to the wider sphere of influence.

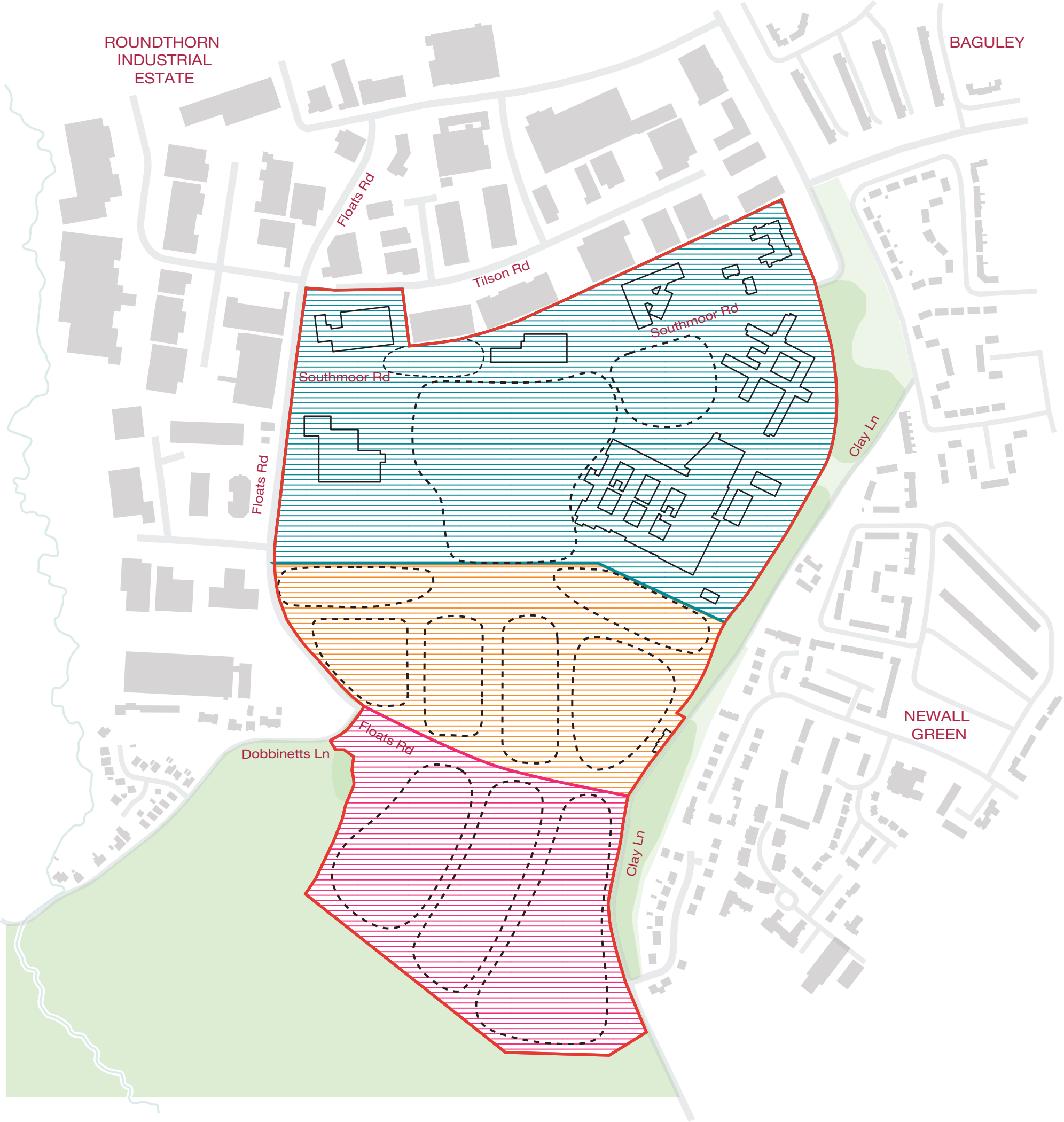

5.159 There would be continued engagement regarding the evolving transport strategies, to inform the detail of later phases.

-  Clinical
-  Commercial
-  Residential Use linked to hospital functions
-  Development Zone
-  Existing building

Wythenshawe Campus SRF
Strategic Masterplan

Figure 5.1
Land Use and Future Development
Zones

10 50 100 200m



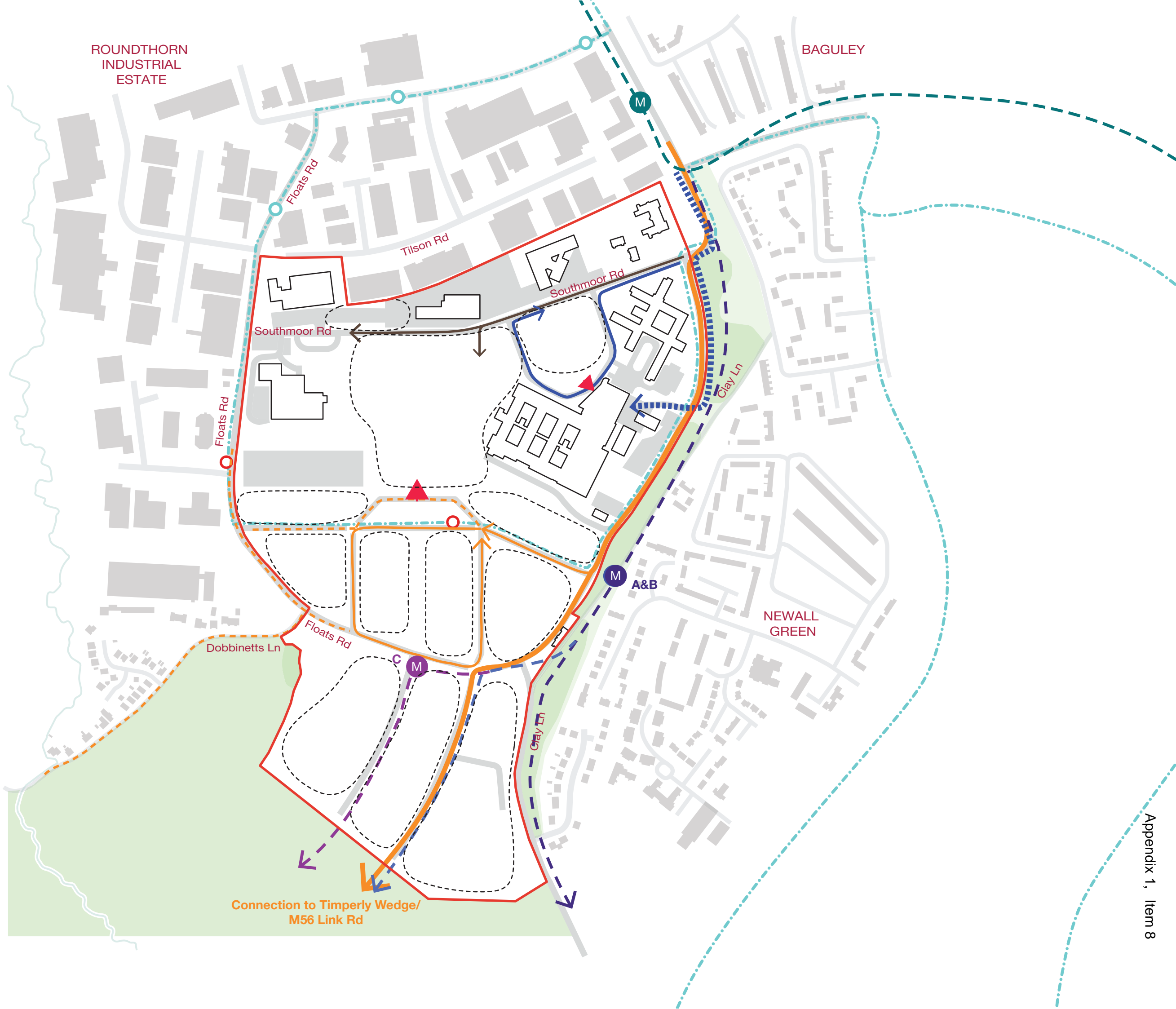
- New M56 road link op.A
- Secondary vehicular route
- Service vehicles
- A&E drop-off route
- Ambulance blue light route
- Bus links
- Existing Bus stop
- Proposed Bus stop
- Existing Metrolink
- Proposed Metrolink option A
- Proposed Metrolink option B
- Proposed Metrolink option C
- Existing Metrolink stop
- Proposed Metrolink stop A/B
- Proposed Metrolink stop C
- Main Access Points

Wythenshawe Campus SRF
Strategic Masterplan

Figure 5.2

Future Vehicle and Public
Transport Movements

10 50 100 200m



- Existing Traffic Free Cycle Route
- Existing On Road Cycle Route - signposted with no facilities
- Existing On Road Route - advisory/ suggested
- Proposed Cycle Route
- Existing Cycle Parking
- Proposed Cycle Parking
- Existing Bike Lockers
- Proposed Bike Lockers
- Existing Traffic Free Pedestrian Route
- Existing Pedestrian Route
- Proposed Pedestrian Routes
- Potential Pedestrian and Cycle Routes - To Be Reviewed
- Main Public Entrances
- Key Pedestrian and Cycle Entry Points
- Potential Cycle Pedestrian Access - To Be Reviewed

Wythenshawe Campus SRF Strategic Masterplan

Figure 5.3
Pedestrian & Cycle Movements

10 50 100 200m



-  Green Entry Points
-  Potential Future Building Layout
-  Main public space
-  Secondary public green areas
-  Semi-private green spaces
-  Primary green avenue
-  Secondary green fingers
-  Semi-private green routes
-  Existing Trees

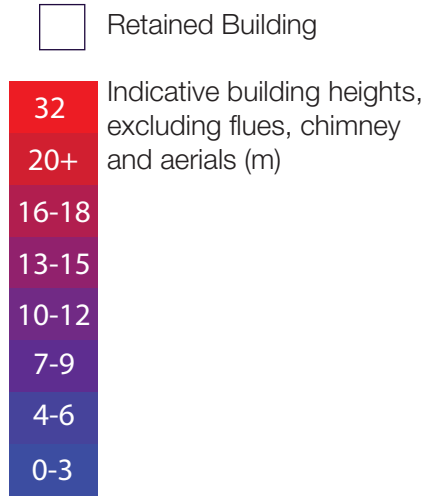
**Wythenshawe Campus SRF
Strategic Masterplan**

Figure 5.4
Opportunities for Public Realm
and Green Space

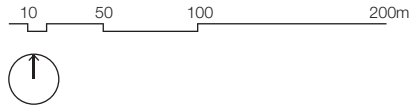
10 50 100 200m



Approximate Building Heights (m)
Heights measured from local, relative building ground floor level



Wythenshawe Campus SRF Strategic Masterplan
Figure 5.6
Proposed Building Heights

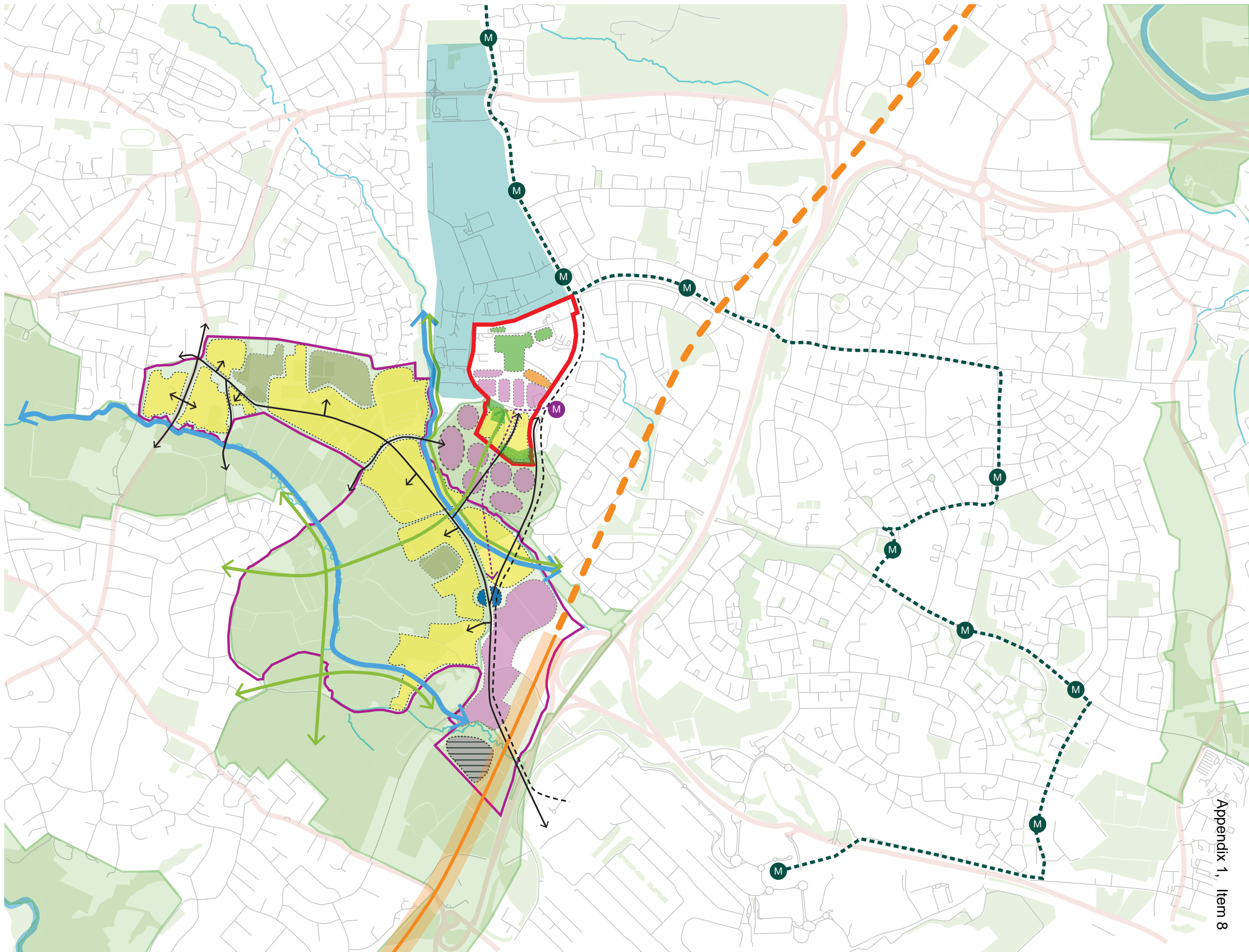


- Wythenshawe Hospital Site
- Indicative Residential Development
- Indicative Employment Development
- Indicative Local Centre (Mixed Use)
- Indicative Green Infrastructure
- Safeguarded Land
- Greenbelt
- Roundthorn Industrial Estate
- Indicative Multi-Modal Routes
- Indicative Metrolink Western Leg
- Indicative Blue Infrastructure Links
- Indicative Green Infrastructure Links
- HS2 Route and Safeguarded Area
- Metrolink Stations
- Existing Metrolink
- Proposed Metrolink
- Proposed Metroling Stations

Wider Site Analysis

Figure 5.7
Emerging Campus
Masterplan

0 100 200 500



- Page

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Proposed Cycle Hub



Proposed Cycle Route



Road Realigned



New / Improved Road



Vehicular Access Route



Service Vehicles



A&E drop-off Route



Existing Hospital Building



New Hospital Building



Commercial Building



Residential Use linked to hospital functions

Wythenshawe Campus SRF

Strategic Masterplan

Figure 5.8

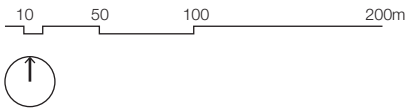
Indicative Phase 1



- Existing HospitalBuilding
- New HospitalBuilding
- Commercial Building
- Residential Use linked to hospital functions

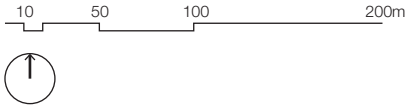
South Manchester Hospital
Campus SRF
Strategic Masterplan

Figure 5.9
Indicative Phase 2



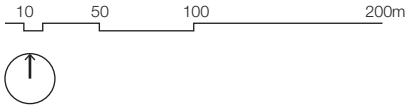
- Existing HospitalBuilding
- New HospitalBuilding
- Commercial Building
- Residential Use linked to hospital functions

Wythenshawe Campus SRF
Strategic Masterplan
Figure 5.10
Indicative Phase 3



- Existing HospitalBuilding
- New HospitalBuilding
- Commercial Building
- Residential Use linked to hospital functions

Wythenshawe Campus SRF
Strategic Masterplan
Figure 5.11
Indicative Phase 4



Appendix 1

Indicative Sketches and Precedent Images

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DRAFT











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**Manchester City Council
Report for Resolution**

Report to: Executive – 11 March 2020

Subject: Manchester Fort – Draft Development Framework

Report of: Strategic Director (Growth and Development)

Summary

This report provides details of a draft Development Framework for the Manchester Fort Shopping Park in Cheetham ward for consideration by the Executive.

Subject to approval by the Executive, the draft Framework will then be used to form the basis of a public consultation exercise on the proposals contained therein in advance of a final version being brought back for approval by a future meeting of the Executive.

Once a final version of the Development Framework is approved it will then form a material consideration in the assessment of any future planning applications relating to the Manchester Fort site.

Recommendations

The Executive is recommended to:

1. Approve the draft Framework as a basis for a public consultation exercise that will be undertaken with the local community and other stakeholders; and,
 2. Request that a further report be brought back to the Executive following this public consultation exercise, setting out the details of the outcomes of this process and any amendments that have been made, in advance of a final version of the Framework being approved.
-

Wards Affected: Cheetham

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

This report provides detail on a Draft Development Framework for the Manchester Fort Shopping Park, an existing and important retail facility which is located on a main arterial road and which is adjacent to the Northern Gateway, where the City Council is seeking to bring forward up to 15,000 new homes as the city centre expands northwards as a residential destination. The provision of appropriate retail facilities and other supporting uses in this location will reduce car journeys to more distant out of town retail locations.

The modification or development of new facilities will seek to increase and promote use of public transport and active travel and will seek to utilise state of the art technologies and low carbon construction methods in order to transition towards zero carbon targets.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	This report provides detail on a Draft Development Framework for the Manchester Fort Shopping Park, an existing and important retail facility that provides over 700 jobs. The purpose of the Framework is to guide and co-ordinate future redevelopment opportunities to sustain the employment potential of this location.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The provision of good quality retail facilities helps to attract and retain economically active residents.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Manchester Fort is an important local employment centre in North Manchester. The Draft Framework seeks to promote opportunities to safeguard existing and promote new employment opportunities for local communities.
A liveable and low carbon city: a destination of choice to live, visit, work	The provision of appropriate neighbourhood retail and leisure amenities is important in the creation and sustenance of Neighbourhoods of Choice in North Manchester. The enhancement of offer helps to maximise the contribution of the Shopping Park to the urban fabric, economy and social-wellbeing of the area, thereby supporting the wider regeneration ambitions for North Manchester.
A connected city: world class infrastructure and connectivity to drive growth	The provision of retail and leisure facilities in accessible and appropriate locations plays a critical role in connecting neighbourhoods and driving economic and residential growth.

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 directly, although the Development Framework will support the retention and development of existing and new commercial space, maintaining and generating Business Rate income.

Financial Consequences – Capital

There are no capital financial consequences arising from this report.

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1.0 Introduction

- 1.1 The Manchester Fort Shopping Park was established as a bulky goods shopping destination in 2004 and has since evolved into one of the largest and most successful retail parks of its kind in the North West. It is a well-known feature of the City's shopping landscape. As owners of the Park, Nuveen, are now looking to continue their long-term investment and commitment to ensuring that the Park continues to play its part in the continued regeneration, revitalisation and growth of North Manchester.
- 1.2 As a thriving commercial destination, the Shopping Park is a key economic driver in North Manchester. The Park sustains local employment, with over 700 employees working across the various stores. A total of over £500 million is spent by visitors at the Park each year, serving as an asset to Manchester's local economy. A large proportion of the customer base is local. The role of the Park as local employer and within the shopping network remains crucial and the future vision for the Park established in the Development Framework seeks to sustain and support its role in an increasingly challenging retail market.
- 1.3 As online retail continues to grow its market share and consumer shopping behaviours change the need for retailers to have a physical presence continues to diminish. Nuveen has identified that there is a need to diversify the Shopping Park in order to maximise its potential and create flexibility to adapt to the changing market. The vision established in the draft Development Framework is supported by a number of development principles which will help inform future investment decisions to secure the long-term prosperity of the Park and ensure that it continues to play an important role for the communities of North Manchester. The Vision seeks to create:
"A balanced, cohesive shopping and leisure experience, which integrates effectively with its surroundings, has 'life' throughout the day and evening, and is appealing and accessible to all sections of the communities which it serves"

2.0 Background

- 2.1 The Manchester Fort Shopping Park occupies a strategic location in North Manchester; adjacent to the intersection of the main radial routes of Cheetham Hill Road and Queens Road. The site is designated as an 'out-of-centre' retail destination in the Core Strategy, offering a predominantly retail market of 'high-street brands' such as Next, H&M, Boots and TK Maxx, along with a limited selection of leisure uses.
- 2.2 The Park plays a significant role in contributing to the economy and social wellbeing of Manchester and complements the City Centre and established district centres of Cheetham Hill, Harpurhey and Newton Heath. It should be noted that the Park is also located adjacent to the Northern Gateway area, which extends northwards from the edge of the City Centre to Queen's Road, incorporating the neighbourhoods of New Cross, Collyhurst and the Lower Irk Valley. Over the next 10 – 15 years the City Council, working with Far East Consortium (FEC) intend to bring forward up to 15,000 new homes in this

location and will play a key part in the local retail offer for new and existing residents in the Northern Gateway.

- 2.3 Since opening in 2004, the Park has undergone an extensive transformation from its bulky goods-focused origins to a high-quality retail destination which provides an offer for both local residents and a broader catchment area. The importance of retaining customers on the Park for longer initiated the introduction of restaurants and other food and drink outlets at the Park. Further recent improvements have included elevation alterations to units 26 and 27 to accommodate a new retailer, JD Sports, reflecting the Shopping Park's capacity to adapt to the changing retail market.
- 2.4 Despite this, the Park remains vulnerable as a result of an increasingly complex retail market; in particular the decline of traditional retail formats and the requirement for retailers to have a smaller physical presence. The Park has significant strengths but also weaknesses. Like all retail destinations it is at risk of decline, which in turn represents a risk to its social and economic contribution. Nuveen have examined its future development potential, and are seeking proactively through this Development Framework to establish objectives and aspirations for the Park, in order to ensure the Park's longevity.

3.0 The Shopping Park and the Development Framework

- 3.1 In preparing the Development Framework, Nuveen has sought to understand the constraints and opportunities that present themselves at the Park, and have worked with City Council Officers to establish a future vision. Despite its unquestionable success as a retail destination and regeneration driver for the North Manchester area, the Shopping Park is not maximising its potential, nor its contribution to the area. It is also at risk of decline despite its many strengths. The draft Framework is a direct response to evolving market conditions and the changing context in North Manchester.
- 3.2 Stemming from the Park's origins, the remnants of the original bulky goods offer, in the form the B&Q Warehouse and Halfords, jar with the character of the Park and its principal 'high street' retail offer. There is limited synergy between this bulky-goods offer and the high street brands, meaning one does not support the other. Extending across the breadth of the Park's northern terrace, B&Q and Halfords create a largely 'dead' frontage which limits activity and dilutes the appeal of the Park.
- 3.3 There is a dominant retail offer and only limited provision of supporting leisure facilities concentrated on a range of food and beverage outlets. Whilst these outlets represent a crucial part of the Park's overall offer and do serve to increase customer dwell time, it is a narrow offer. There is no broader leisure or other offer that serves to extend customer stay, particularly into the evening. The Park is thereby limited by its existing breadth of use and the contribution to the wider area and local communities is consequently restricted.
- 3.4 The Park is generally limited to a non-food retail offer. Aside from the M&S Food, it doesn't have the same breadth of offer as many other retail parks,

with none of the main or budget food retailers represented. The lack of breadth in offer in light of retail market complexities challenges the resilience of the Park. Whilst the Park has successfully maintained high tenancy occupation in recent years, the retail market is becoming increasingly volatile in the face of changes in shopping behaviours. The Park is required to find market opportunities to sustain its tenancy levels and its overall appeal.

4.0 Draft Development Framework

- 4.1 The context set out above underpins the objectives and aspirations contained in the Development Framework attached as Appendix 1 and more broadly the rationale for introduction of greater flexibility of retail and other uses across the wider Park. The opportunities identified seek to allow the Nuveen to positively respond to the circumstances of the Park and the wider retail environment in order to ensure the long term prosperity of the Park.
- 4.2 The vision established in the Development Framework seeks to make much more of the space currently dominated by the remnants of the bulky goods offer through a comprehensive redesign of this section of the Park.
- 4.3 It is envisaged that the redesign can be achieved through the sub-division or remodelling of the existing bulky goods floorplates, as and when leases come up for renewal or earlier opportunities arise. The vision may not be realisable in the short term, but it is important to set a positive context for the future, to support and encourage investment that sustains and enhances the Park.
- 4.4 The redevelopment of the bulky goods floorplates facilitates a significant enhancement of the Park's offer by creating an opportunity to deliver smaller, more flexible units capable of accommodating a variety of new formats. It also opens up the opportunity to further diversify the offer of the Park through the introduction of new leisure uses.
- 4.5 One such example would be the development of a new multi-screen cinema which could act as the anchor leisure use at the Park to serve the local communities in response to a recognised lack of cinema provision across North Manchester, subject to an appropriate and proportionate assessment in impact and sequential terms and satisfying those considerations. The introduction of a cinema would enhance the daytime and evening appeal of the Park. This, in turn, would support and be complemented by an expanded food and drink offer, comprising a range of restaurants, coffee shops, and other establishments. The opportunity also exists to locate a new hotel at the Park given its established location adjacent to the strategic intersection of Cheetham Hill Road and Queens Road.
- 4.6 Within the Park as a whole, the draft Framework envisages some broadening of the retail offer, with the potential for a convenience food offer to help diversify and provide greater resilience for the Park, subject to proportionate testing of impact and alternative locations. This may include the replacement of tenants lost to the Park due to the changing and increasingly challenging retail climate.

5.0 Public Consultation Exercise

- 5.1 Nuveen has already undertaken a period of informal public consultation which provided the local community with an opportunity to view and comment on the draft Development Framework at an early stage of its preparation.
- 5.2 The public consultation was publicised through approximately 2,000 information leaflets distributed to the surrounding community, social media posts and posters in community venues. The leaflets included a tear-off Freepost feedback form.
- 5.3 Two public consultation events were held at the Shopping Park in July 2019 to provide local residents and stakeholders with the opportunity to find out more and to comment on the initial draft document. There was also a dedicated project website which hosted the consultation materials and an online feedback form.
- 5.4 The intention is to now undertake a more formal consultation exercise with residents, shoppers and wider stakeholders focused on the detailed proposals set out in the Draft Framework. Once this consultation has been undertaken and comments made have been assessed and taken into account, a final version of the Framework will be brought back to a future meeting of the Executive for approval

6.0 Next steps

- 6.1 Subject to the Executive's approval, the intention is that the draft Framework will be the subject of a public consultation exercise that will take place in spring 2020 involving landowners, local residents, businesses, developers, statutory and non-statutory bodies and other local stakeholders. Feedback will be gathered to help refine and finalise the Framework.
- 6.2 Once the representations have been assessed, a final version of the Framework, incorporating any necessary amendments, will be brought back to a future meeting of the Executive for consideration and approval.

7.0 Contributing to a Zero-Carbon City

- 7.1 This report provides detail on a Draft Development Framework for the Manchester Fort Shopping Park, an existing and important retail facility which is located on a main arterial road and which is adjacent to the Northern Gateway, where the City Council is seeking to bring forward up to 15,000 new homes as the city centre expands northwards as a residential destination. The provision of appropriate retail facilities in this location will reduce car journeys to more distant out of town retail locations.
- 7.2 The owners of the Park, Nuveen are global investment managers who have a great depth of understanding of the need to respond to climate change and the transition towards zero carbon development.

- 7.3 Nuveen's understanding is embedded across business and is emphasised by its signatory position as member of the Better Building Partnership (BBP) Climate Change Commitment. The BBP is a collaboration of the UK's leading commercial property owners striving to improve the sustainability of their retail portfolio. The BBP commitment highlights the need for buildings to be net zero carbon by 2050 and commits Nuveen (as a signatory) to publicly publish its own pathway for achieving net zero carbon by the end of 2020. This includes and giving due consideration to both new and existing buildings, both operation and embodied carbon, and critically the impact of the energy consumed by buildings' occupiers. In order to improve transparency, Nuveen's commitment also requires that they report annually on the progress achieving net zero and performance of its portfolio.
- 7.4 Moreover, Nuveen are at the forefront of the transition to low-carbon across the real estate industry. Their 'Tomorrow's World' approach places an emphasis on protecting tomorrow's world and addressing a wider range of other environmental, social and governance issues through the implementation of an investment strategy that aligns with action on climate change. A commitment has been made to reduce the energy intensity of their global equity portfolio by 30% by the year 2030.
- 7.5 Nuveen's understanding and commitment to mitigating the impacts of climate change and improving sustainability across the real estate sector underpins the vision and development principles established in the Development Framework.
- 7.6 It is through careful consideration that future development proposals including the modification or development of new facilities will be brought forward at the Shopping Park to ensure that they contribute to both the City's target of meeting its zero-carbon commitment and Nuveen's commitment. Proposals, where appropriate, will need to demonstrate that they follow the principles set out in the Development Plan for the use of the Energy Hierarchy and clearly demonstrate consideration of key environmental objectives including amongst others reducing pollution, reducing emissions from buildings, promoting less waste and encouraging sustainable travel.
- 7.7 Future development proposals at the Shopping Park will seek to increase and promote use of public transport and active travel and will utilise state of the art technologies and low carbon construction methods. The provision of appropriate retail and leisure facilities in this location will reduce car journeys to more distant out of town retail and leisure locations.

8.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 8.1 This report provides detail on a Draft Development Framework for the Manchester Fort Shopping Park, an existing and important retail facility that provides over 700 jobs. The purpose of the Framework is to guide and co-

ordinate future redevelopment opportunities to sustain the employment potential of this location.

(b) A highly skilled city

- 8.2 The provision of good quality retail facilities in this location will help to attract and retain economically active residents in this part of the city.

(c) A progressive and equitable city

- 8.3 The Manchester Fort is an important local employment centre in North Manchester. The Draft Framework seeks to promote opportunities to safeguard existing and promote new employment opportunities for local communities.

(d) A liveable and low carbon city

- 8.4 The provision of appropriate neighbourhood retail and leisure amenities is important in the creation and sustenance of Neighbourhoods of Choice in North Manchester.

(e) A connected city

- 8.5 The provision of retail and leisure facilities in accessible and appropriate locations plays a critical role in connecting neighbourhoods and driving economic and residential growth.

9.0 Key Policies and Considerations

(a) Equal Opportunities

- 9.1 The Draft Development Framework is seeking to protect and sustain the functioning of this important Shopping Park, an important retail amenity and employment centre in North Manchester. The Framework will help safeguard and create new employment opportunities and support plans for the creation of new residential growth in the adjacent Northern Gateway area.

(b) Risk Management

- 9.2 The Draft Development Framework will be the subject of a community consultation exercise with the local community and key statutory and non-statutory stakeholders. This exercise will seek to identify and mitigate key issues and risks relating to the future development of the site.

(c) Legal Considerations

- 9.3 The draft Framework, if endorsed by the Executive, will be subject to public consultation. Following the public consultation exercise, a final version of the Development Framework will be brought back to the Executive incorporating any amendments required. Subject to approval by the Executive, the

Framework will then form a material consideration in the assessment of any future planning applications that come forward for the site.

Manchester Fort *Draft*

2020s Vision

March 2020

nuveen

A TIAA Company

Page 151



Turley

Appendix 1, Item 9

Foreword

Following its original establishment as a bulky goods shopping destination, investment and continued evolution has seen Manchester Fort Shopping Park become one of the largest and most successful retail parks of its kind. As owners of the Park, Nuveen is looking to continue its long term investment and is committed to ensuring that the Park plays its part in the continued regeneration, revitalisation and growth of North Manchester.

The Park complements the established district centres of North Manchester and contributes significantly to the economy, social wellbeing and employment of both the Cheetham Hill Area and wider City. However, in the face of a vulnerable retail market which is characterised by low consumer confidence, changes in shopping behaviours and a weak retailer demand for floor space, there are a number of threats to the future success of the Shopping Park. To continue its contribution to North Manchester and enhance its resilience to an increasingly challenging market more needs to be done to ensure the longevity of the Park.

Nuveen has examined the future potential of the Park and has sought to identify an approach to proactively address the challenges faced and grasp opportunities associated with offering a more diverse and varied experience for the communities of North Manchester, which are planned to expand in the coming years.

This draft Development Framework seeks to establish a long-term vision, which will provide clarity to help advance significant investment decisions. This Framework seeks to position the Shopping Park as an integrated retail and leisure destination of choice, achieved through an enhanced offer, the redevelopment of the northern section of the Park, improved public realm, and the creation of a new gateway into the Park offering and improved connectivity.

This draft Development Framework captures the vision for the site and seeks to establish guiding principles, which will, in turn, be a material consideration in the planning process. When bringing forward future planning applications for the Park arising as a result of this Development Framework will need to be supported by an appropriate evidence base which demonstrates the suitability of the site for a mix of uses.

Nuveen recognises the importance of consultation and the views of the community and stakeholders will be sought on this draft. Once the initial period of consultation activity is complete, the draft Framework will be submitted to Manchester City Council for consideration by the Executive. The Executive will be asked to support a period of formal consultation on the document.

When consultation is complete we will review the draft Development Framework in light of the feedback received and put forward a final version for endorsement by the City Council.

Nuveen March 2020

Structure of the Document

The structure of this document reflects the sequence of key stages which have been undertaken to inform the draft Development Framework for the Manchester Fort Shopping Park and the next steps which will support the future development of the Park in order to achieve the identified vision.

This document is therefore split into a number of areas which provide a narrative for the development vision:

01. Introduction

Explains the purpose of the Development Framework and the future vision for the Shopping Park.

02. Context

A summary of the Shopping Park's location and thematic summary of the relevant planning policy, strategic policy and the regeneration, development and economic context for the site.

03. The Shopping Park

The Shopping Park's history; how it has evolved; its current form and composition; its economic performance and role in the Manchester and GM economy; and, the challenges it faces.

04. Development Opportunities

The opportunities that exist to enhance its performance, integration and contribution to Manchester: including the creation of a multi-purpose retail and leisure destination complementary to Manchester's City centre and district centres.

05. Development Principles and a Framework for the Future

Identifies and explains a number of high-level development principles for the evolution of the Shopping Park and how collectively they come together to form an appropriate framework for the future development of the Park. This is articulated through framework plans and illustrations.

06. Outcomes

Outlines the potential socio-economic benefits of the proposed 'vision'.

07. Next Steps and Delivery

Sets out a summary of the future actions in the delivery of development

High street brands
at Manchester Fort



Introduction

Manchester Fort Shopping Park plays a significant role in contributing to the economy and social wellbeing of Manchester. Complementing the City centre and the established district centres of Cheetham Hill, Harpurhey and Newton Heath, the Shopping Park contributes positively to the retail network of the City whilst performing a critical role as a major employer and regeneration driver for North Manchester.

Located at the intersection of the strategic routes of Cheetham Hill Road (A665) and Queens Road (A6010), with extensive frontage along Cheetham Hill Road, the Shopping Park is highly prominent and a well-known feature of the City's shopping landscape.

The site is designated as an 'out-of-centre' destination¹ and possesses a unique offer which complements other designated centres.

Since being established as a bulky goods shopping destination, the Shopping Park has evolved and is now one of the largest and most successful retail parks of its kind in Greater Manchester, focussed on brands such as Next, H&M, Boots, M&S Food, presented in a retail park format. There are still, however, remnants of the original bulky goods offer.

Despite the continued success of this thriving commercial destination, attention must be paid to the increasing complexities of the challenging retail market. Changes in shopping behaviours represent a significant threat to all retail centres, including those as successful as Manchester Fort.

The site owners recognise this and have engaged with Manchester City Council to explore the future potential of the site, to consider how to proactively address these challenges, and to ensure the Park can sustain its full contribution to serving local communities and the Manchester economy long into the future.

This draft Development Framework seeks to establish a long-term vision, which will offer clarity on the opportunities that exist for enhancement and provide a supportive basis on which to advance significant investment decisions. It seeks to re-position the Shopping Park in the evolving retail and leisure market, allowing it to be versatile and responsive to contextual change. Some of these changes may take time to be delivered, but it is essential for the owners to be able to plan with confidence and appropriate flexibility.

The vision and development principles established in the Development Framework are underpinned by Nuveen's understanding of the challenge and the transformation required across the real estate sector to mitigate the impacts of climate change and improve sustainability.

Nuveen is a signatory of the Better Building Partnership (BBP) Member Climate Change Commitment – a collaboration of the UK's leading commercial property owners striving to improve the sustainability of their retail portfolio. The BBP commitment highlights the need for buildings to be net zero carbon by 2050 and commits Nuveen (as a signatory) to publicly publish its own pathways to achieving this by the end of 2020. The pathway will cover new and existing buildings, both operational carbon and embodied carbon, and critically, include the impact of the energy consumed by the buildings' occupiers. Nuveen will also be required to report annually on the progress against its pathway and disclose the energy performance of its portfolio, demonstrating a clear intention to improve transparency within the market.

More generally, Nuveen's Tomorrow's World approach is about delivering outperformance for clients and protecting tomorrow's world by implementing an investment strategy that aligns positive returns with taking action on climate change, as well as addressing a wide range of other environmental, social and governance issues. In doing so, Nuveen has made a commitment to reduce the energy intensity of their global equity portfolio by 30% by the year 2030. This reduction is designed to respond and support the goals for sustainable real estate established at the Paris Accord in 2015 and puts Nuveen at the forefront of the transition to the low-carbon economy.

It is this understanding and commitment that encapsulates the future vision for the Shopping Park.

1. Core Strategy Policy C9

Figure 1.1
Site Location Plan



The Vision

“ The creation of a balanced, cohesive shopping and leisure experience, which integrates effectively with its surroundings, has 'life' throughout the day and evening, and is appealing and accessible to all sections of the communities which it serves ”

The realisation of the vision is anticipated to be achieved principally through:

- + A comprehensive remodelling of the northern section of the Shopping Park to provide more flexible retail formats and ones which support the remainder of the Park;
- + Introduction of new uses which diversify the offer, have a broader appeal and encourage visitors to spend more time on the park ('dwell time'), including a cinema, a food retail outlet, food and drink outlets and a hotel;
- + Making more of the site's gateway location on a key radial route into the City centre;
- + Creating a more inviting and usable pedestrian environment.

The remainder of the document provides the rationale for and further defines these key opportunities, establishing a planning framework against which to evaluate future detailed proposals.

The following steps in advancing the draft Development Framework are proposed:

- + Public consultation on the draft Development Framework;
- + Reflection on the consultation feedback and appropriate revisions;
- + Seeking the in-principle endorsement by the City Council's Executive Committee subject to further consultation;
- + A second, focused period of consultation.

Following the second opportunity for comment, a final version of the document will be submitted to the City Council for endorsement. Once endorsed the Development Framework would become a material consideration in the determination of future planning applications on the site.

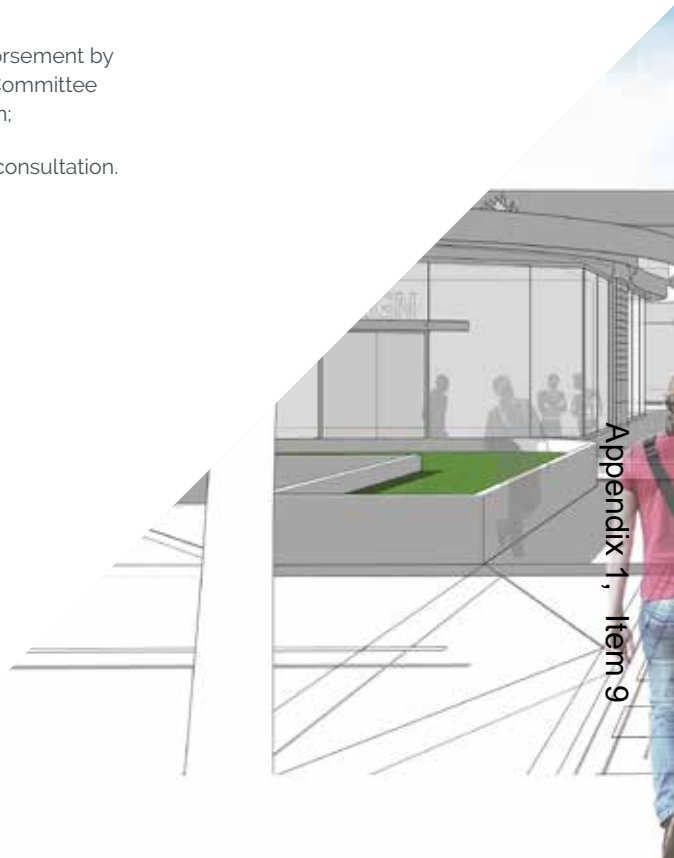
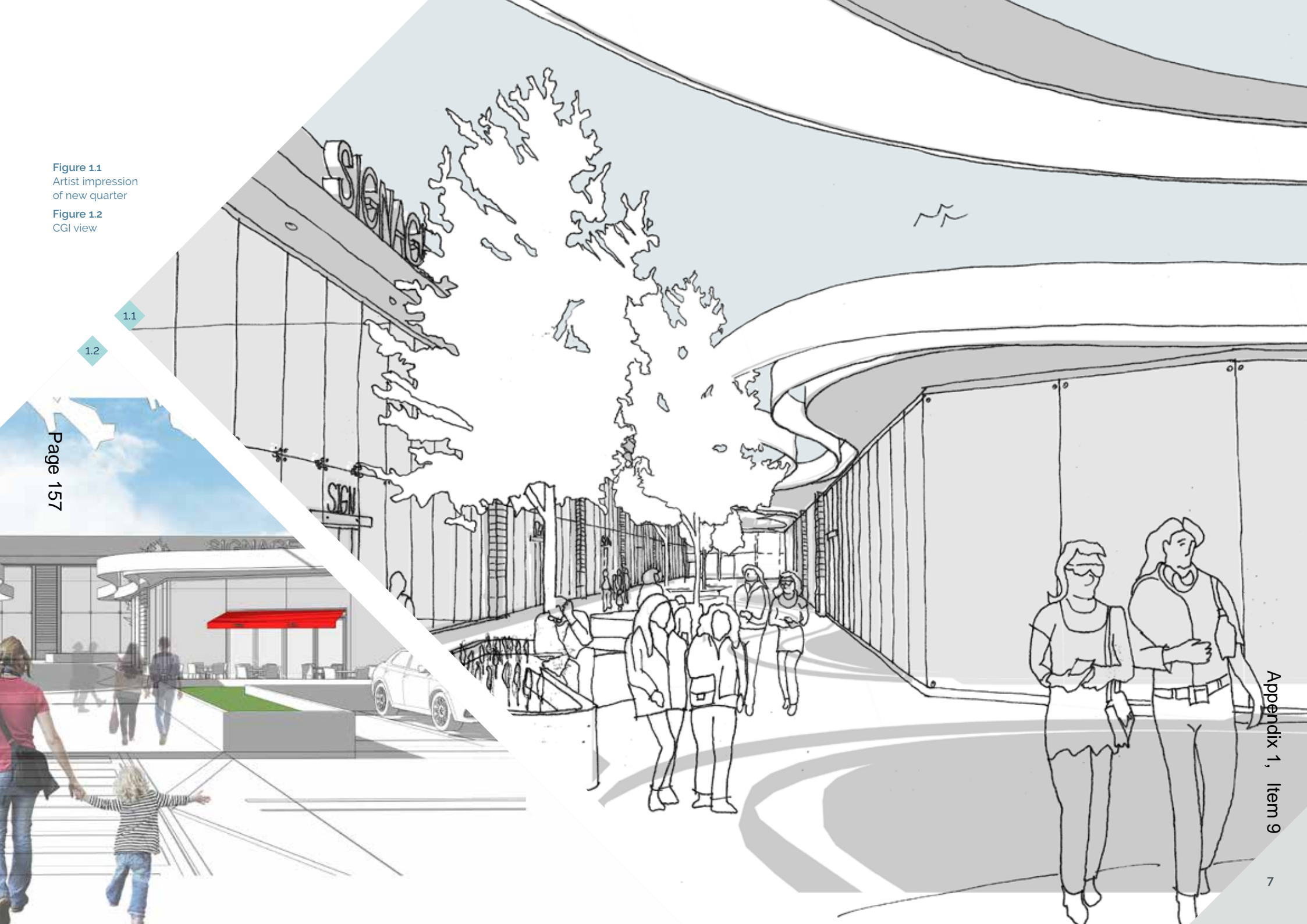


Figure 1.1
Artist impression
of new quarter

Figure 1.2
CGI view



This section of the Development Framework provides a summary of the site's location and a thematic summary of the relevant planning policy, strategic policy and regeneration, development and economic context for the site.

Locational Context

A Gateway Location

Manchester Fort Shopping Park is strategically located in North Manchester, at the intersection of Cheetham Hill Road and Queens Road.

Cheetham Hill Road is the main radial route into the City Centre from the north; Queens Road an important arterial route connecting the communities of North Manchester. Over 28,000 vehicles pass the site each day.

The Shopping Park occupies an important gateway location, with high visibility and presence.

An Accessible Location

The City centre lies a short distance to the south. Frequent bus services serve the Cheetham Hill Road corridor, with 38 buses passing the site each hour at peak times. The Metrolink network is accessible from the Queens Road station, within walking distance to the east.

The residential communities of North Manchester, such as Cheetham Hill, Cheetwood, Harpurhey and Crumpsall, all lie within easy access of the Shopping Park. Over 20,000 people live within a 20-minute walk, and 830,000 live within a 15-minute drive².

2. Source: Census 2011 Usual Resident Population (whole output areas) Paragraph 4.42 of North Manchester SRF

A Sustainable Network

The Shopping Park plays an important role in the established retail network. It complements both the regional retail, business, cultural and tourist destination role of the City centre and the local key service role of the district centres. Whilst classed as out of town in retail policy terms, the Core Strategy recognises the important role played by established shopping parks and the opportunities that exist for refurbishment and replacement to enhance the retail environment. The North Manchester Strategic Regeneration Framework ('SRF') recognises the strong comparison retail role the site performs alongside the City centre, making a distinction with the primarily convenience-retail and social infrastructure function of the district centres in this part of Manchester, namely Cheetham Hill and Harpurhey³.

3. Based on the rank of all Lower Super Output Areas (LSOAs) in England (Source: 2015 Index of Multiple Deprivation)

An Area of Change

North Manchester is a regeneration priority and an area undergoing notable and continual change. A key component of this will be the delivery of the Northern Gateway SRF, which covers an area of land of c. 155 hectares extending northwards from the City centre. The SRF seeks to build on the North Manchester SRF to support the drive for further residential development in sustainable and vibrant communities and the delivery of economic development across North Manchester in order to underpin success over the coming years.

The Northern Gateway is being progressed via a partnership between the City Council and the Far East Consortium and is envisaged to deliver 15,000 new homes and supporting infrastructure over a 10-15 year period.

The effect of this alters the context in which the Shopping Park lies and will lie in the future – being close to new and expanded residential communities, and to areas of strategic investment over the long term. This raises the importance of the Shopping Park as a community asset, one which is accessible to and aligned with the needs of residents and creates an opportunity for the Shopping Park to respond to potentially significant greater local demand.

Social, Economic and Market Context

Sustaining local employment

Despite significant progress over the last 15 years, deprivation remains a challenge in North Manchester, with many areas being ranked within the 1% most deprived nationally⁴. There are many reasons for people experiencing deprivation, including within a North Manchester context employment, income and health-related factors.

A particular focus of the regeneration effort in North Manchester is ensuring local people can access employment. Unemployment in North Manchester among the working age population stood at approximately 805 residents (Job Seeker Allowance claimants, Jan 2019⁵). This accounted for over 37% of JSA claimant's resident across Manchester at this time, increasing from approximately 25% in July 2017.

Over 86% of claimants in North Manchester have been claiming JSA benefits for over six months as of January 2019, compared to approximately 50% in July 2017. The number of claimants in receipt of JSA for over 12 months⁶ has risen from 33% to 49% during this period. 9.3% of claimants in North Manchester are young people aged 18 to 24 years, as of January 2019.

The role of the Shopping Park as a local employer will remain crucial and the future vision for the Park seeks to sustain and support this role. By providing the opportunity for a greater diversity of uses and an enhanced overall offer, the Park can increase its appeal and improve its resilience to economic change.

4. Based on the rank of all Lower Super Output Areas (LSOAs) in England (Source: 2015 Index of Multiple Deprivation)

5. ONS via Nomis (Feb 2019) Jobseeker's Allowance by occupation Jan 2019

A changing market

The UK retail market is in a fragile state characterised by low consumer confidence, increased personal mobility, high shop vacancy rates, weak retailer demand for space and general market uncertainty caused by both the migration of shopping to on-line platforms and Brexit. Recent economic conditions have had an impact on expenditure growth and the changing ways in which goods are purchased has had a significant impact on the retail sector as a whole.

These factors have combined to result in higher shop vacancies and corporate failures amongst shop-based retailers. In the past two years, the retail market has witnessed the failure of Maplin Electronics, Toys R Us and Poundworld. A number of large units remain vacant on retail parks as a consequence of these developments. Of the 160 BHS stores which closed in mid-2017, 32% are still vacant. Marks & Spencer has plans to close 110 stores by 2022 as part of its radical restructuring programme first announced in 2016.

6. ONS via Nomis (Feb 2019) Jobseeker's Allowance by age and duration Jan 2019

7. ONS (September 2019)

Stalwarts of the retail market such as Mothercare (closing 50 shops) and New Look have entered into Company Voluntary Arrangements (CVAs) to both reduce their store numbers and renegotiate rental terms with their landlords. Whilst House of Fraser was bought out of administration by Sports Direct in August 2018 with a promise of radical restructuring, it is likely that a number of its remaining stores will close in the next few years. Debenhams is also to press ahead with a rescue plan involving the closure of more than 20 stores across the UK, after falling into administration in early 2019.

On-line shopping now accounts for 18%⁷ of all retail sales and continues to grow. Even before the growth of on-line shopping, retailers needed smaller branch networks than previously as personal mobility increased. For a retailer to access 50% of the population in 1974 a branch network of 200 shops was needed: by 2014 the same percentage of the population could be served with only 90 shops⁸.

8. NSLSP (2014)

As a result of declining traditional retailing formats, the market has become polarised with higher order retailers needing fewer shops, whilst seeking larger well-located shops as an alternative to online shopping. This has led to a strengthening of major centres, in particular, the metropolitan locations such as Manchester, Birmingham, Leeds and Newcastle as well as out of town shopping centres including the likes of the Trafford Centre and Meadowhall.

As a result of this, there is a realisation across the market that in order to attract shoppers a more diverse and varied experience is required, which in turn has led to the growth of the food and beverage leisure and entertainment offers which seek to offer a full day out or a shopping trip extended by leisure and dining.

Building on the need to diversify the range of uses by combining the shopping and leisure experience, the delivery of the vision outlined in this Framework seeks to secure the long term prosperity of the Park. The vision will ensure that the Park continues to play an important role in the established retail network of Manchester.

Serving local leisure demand

At present North Manchester has a limited provision of leisure uses and a notable gap exists in the cinema market. The provision of cinemas across Manchester is focused in the City centre and at out-of-centre locations to the South (Cineworld Didsbury) and East (Showcase Cinema) of the city.

The district centres of Cheetham Hill, Harpurhey and Newton Heath perform a primarily convenience retail and social role for the communities of North Manchester with a limited leisure offer.

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Analysis of the UK cinema market⁹ indicates that there is continued room for growth within the sector. The market has remained strong over the past 10 years and operators are continuing to invest in all aspects of the market. Key performance indicators for 2017 identified that the year substantially out-performed preceding years in terms of box office and admissions. Cinema demand remains strong therefore, and presently the communities of North Manchester are poorly served compared to other parts of Manchester. With the anticipated population growth associated with the Northern Gateway SRF, there is both a further impetus and opportunity to deliver an enhanced leisure offer in the area.

Policy Context

There are a series of policy documents at national, sub-regional and local level that provide important context for the development opportunity at the Shopping Park. These are summarised below, in respect of planning policy and strategic/ economic policy.

Planning Policy

National Planning Policy Framework (2019)

The National Planning Policy Framework ('the Framework') set out the Government's planning policies for England. At the heart of the Framework is a 'presumption in favour of sustainable development'¹⁰ for both plan making and decision taking. To achieve these three overarching objectives (economic, social and environmental) are set out which are interdependent and need to be pursued in mutually supportive ways.

Local Planning Authorities are required to approach development in a positive manner to secure development that would improve economic, social and environmental conditions.

Core principles of the Framework include building a strong and competitive economy to help create the conditions in which businesses can invest, expand and adapt; making effective use of land with substantial weight given to the use of previously development land (brownfield land); achieving well-designed places which create better places in which to live and work; and, take a proactive approach to mitigating and adapting to climate change through the reuse of existing resources and low carbon energy infrastructure.

It also emphasises the importance of delivering facilities which provide social, recreational and cultural facilities and services for communities and promoting sustainable transport methods.

The need to ensure the continued viability of town centres is also emphasised in the Framework. To this regard, the planning system should support the role that town centres play at the heart of local communities. In doing so, Councils are required to define a network and hierarchy of town centres and promote their long-term vitality and viability by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries. The Framework identifies that development for town-centre uses on out of centre sites should be controlled so as to ensure the vitality and viability of designated centres is sustained.

9. Appendix 1 Cinema Analysis

10. Paragraph 11

Manchester Core Strategy (2012)

The delivery of an enhanced mixed-use offer at Manchester Fort aligns with the adopted Core Strategy ('CS') and will help towards achieving the principal objectives of growth.

Policy SP1 (Spatial Principles) of the CS contains the key spatial principles aimed at guiding the strategic development of Manchester to 2027. The policy states that the Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity,

Alongside high-quality city living. In addition to this, the core development principles of the policy identify that development in all parts of Manchester should: make a positive contribution to neighbourhoods of choice; minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible; and improve access to jobs, services, education and open space. Supporting the future development of Manchester Fort meets these policy objectives by ensuring a positive contribution to neighbourhoods of choice by delivering enhanced retail, leisure and cultural destination immediately adjacent to the Regional Centre.

A key objective of the CS emphasises the need for significant further improvement of the City's economic performance over the course of the plan period. A significant improvement will see the benefits of growth spread across the City to reduce economic, environmental and social disparities. **Policy EC 1 (Employment and Economic Growth in Manchester)** identifies that the Council will support significant contributors to economic growth and productivity including the delivery of retail, cultural and tourism facilities. In order to prioritise economic growth, development should demonstrate that employment-generating development has fully considered opportunities to provide jobs for local people; improve the portfolio of employment premises, by providing a range of employment sites; and, ensure the continued social, economic and environmental regeneration of the City. **Policy EC 3 (The Regional Centre)** encourages the delivery of employment generating uses including larger scale leisure uses, for which City centre sites are unsuitable.

The inclusion of a more appealing and resilient retail and leisure offer at the Shopping Park aligns with the principles of the policies by contributing significantly to employment generation and maximising the use of a suitable site for a large scale leisure use immediately adjacent to the Regional Centre.

Policy CC4 of the CS identifies the importance of ensuring the adequate provision of hotels rooms across the City to ensure the continued growth and strength of the hotel market in Manchester. **Policy CC4** identifies that proposals for new hotels outside the City centre will be supported where they support visitor-oriented development and where the Council is confident that they will be deliverable.

The provision of a hotel at the site, anticipated to be of a budget/ 3* offer, can help fill a gap in the market that exists within the hotel accommodation of North Manchester at a location on the Shopping Park which can serve to support and sustain an existing visitor destination.

Policy EC 4 (North Manchester) identifies that North Manchester is predominantly a residential area providing employees for the Strangeways employment area and the City Centre. The policy identifies that access to work is a key aspect of creating neighbourhoods of choice in North Manchester given that some parts of the area suffer from high levels of deprivation. The Policy acknowledges the Shopping Park and the significant role it plays in employment and the economy.

Another key aspiration for the CS is to provide a network of distinctive, attractive and high-quality centres which an aim of strengthening local identity, providing essential services close to homes and local access to healthy food. In doing so CS **Policy C1 (Central Hierarchy)** establishes a hierarchy for centres across the City, these are identified as the City centre, district centres and local centres. In North Manchester, the identified district centres are Cheetham Hill and Harpurhey. Notwithstanding the identified centres, there are five out-of-centre retail locations defined within the CS including Higher Blackley Retail Park, **Manchester Fort**, Central Retail Park, Kingsway Burnage and Parrswood and East Didsbury.

Policy Cg Out-of-Centre Development

recognises the important role played by established shopping parks and the opportunities that exist for refurbishment and replacement to enhance the retail environment. Development of additional town centre uses in these locations will be supported if: there are no sequentially preferable sites, or allocated sites within the area the development is intended to serve that are available, suitable and viable; the proposal would not have an unacceptable impact on the vitality and viability of the City Centre and designated centres; and, the proposal is appropriate in terms of its scale and function to its location.

The vision for the future of the Shopping Park needs to reflect these policy drivers and the distinction between out-of-centre parks and designated centres. However, the existing important role of these established out-of-centre destinations, including Manchester Fort, provides a particular context for adjudging future investment, as reflected in the support for refurbishment and replacement contained in Policy Cg.

Future developments proposals will need to demonstrate how they align with the adopted Development Plan, in particular the need to contribute to positive neighborhoods of choice and reflective of the out-of-centre location of the Park. Future planning application for uses other than retail or for any notable increase in retail floorspace will need to demonstrate its suitability through a proportionate impact and sequential assessment.

Policy C 10 (Leisure and the Evening Economy) reiterates that some areas of the City suffer from a lack of activity during the evening and there is a need to achieve a better balance of day/evening and night-time activities across the City, subject to amenity and related considerations. Manchester Fort at present caters only towards the daytime economy and this limits its potential; the opportunity exists to extend its appeal into the evening.

Policy EN 1 (Design Principles and Strategic Character Areas) identifies the site as forming part of the Northern Character Area. Development in this area should respond to the underlying topography and varied townscape created by the balanced built form and tree-covered landscape. Manchester Fort is clearly an established feature of the Character Area; design should be responsive to the existing context of the Shopping Park but also grasp new opportunities for enhancement. In this regard, the site's relationship with the junction of Cheetham Hill Road and Queens Road and its extensive frontage are key considerations.

Policy EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon Development) emphasises the importance of enabling low and zero carbon development and states that where possible, new development and retrofit projects must be located and designed in a manner that allowed advantage to be taken of opportunities for low and zero carbon energy supplies. The use of building materials with low embodied carbon in new development and refurbishment is also sought.

Policy EN 6 (Target Framework for CO2 reductions from low or zero carbon supplies) states that applications for development over 1,000 sq. m will be expected as a minimum to meet the targets shown in Tables 12.1 and 12.2 of the CS with regard to non-domestic CO2 emissions.

Policy T2 (Accessible Areas of Opportunity and Need) states that the Council will actively manage the pattern of development to ensure that new development in the City provides appropriate levels of car parking which reflect the realistic requirements of the development proposal. It is recognised that car parking provision is an important consideration when planning for the future of the Shopping Park; this is a matter which has been evaluated, as addressed in later sections of the document.

Policy DM 1 (Development Management) identifies that all development proposals should amongst other things have regard to the following issues: the impact of design in terms of scale, layout, form, massing and materials on its surrounding area; accessibility; and, vehicular access and car parking.

Emerging Local Plan

The emerging Local Plan will eventually replace the CS and the remaining saved UDP policies and establish MCC's spatial strategy to shape the City over the next 15 – 20 years up to 2038.

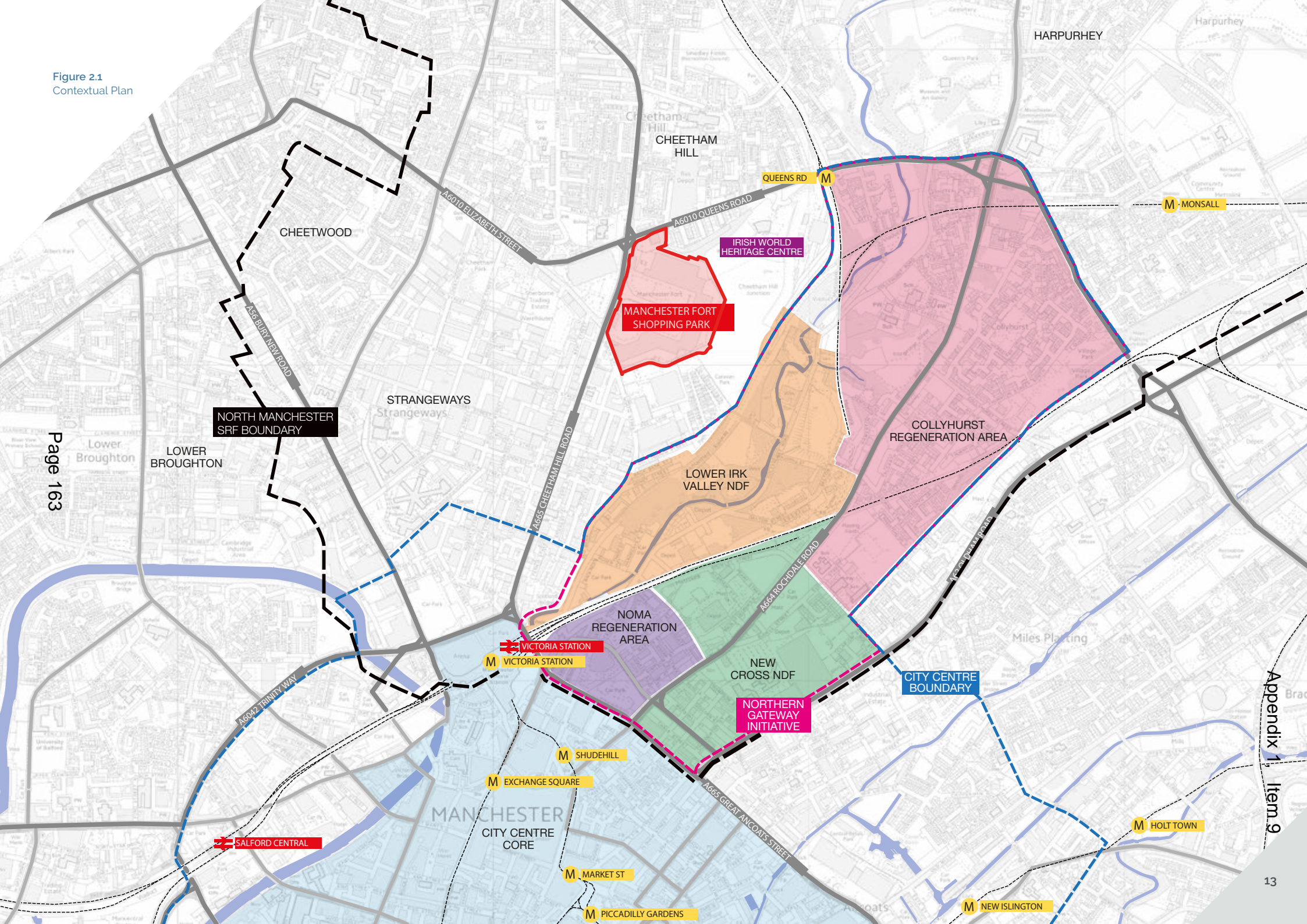
The focus of the emerging Local Plan centres on four key strategic issues. This includes achieving the science based target established by the Tyndall Centre by becoming a zero carbon City by 2038; delivering a sustainable transport system which supports existing and further development; balancing competing demand for space; ensuring critical infrastructure requirements are addressed; and, creating neighbourhoods that promote and enable healthy lifestyles.

The strategic issues underpinning the emerging Local Plan, are reflected in the vision for the future development of the Shopping Park. The vision seeks to establish a series of principles that ensures that the communities, the economy and the environment of North Manchester benefit from the future development by delivering the right development in the right location and contributing positively to and promoting the creation of neighbourhoods of choice

Surrounding Regeneration Initiatives

As referenced above, the Shopping Park is positioned in an area of the City which is set to experience significant transformation.

Figure 2.1
Contextual Plan



The North Manchester SRF (2012)

Adopted by the City Council in 2012, the North Manchester SRF seeks to guide future regeneration and development across North Manchester by establishing the strategic context which underpins the area to drive further residential development in sustainable and vibrant communities and economic development which is crucial to the underpinning the success of the area. The important and strong retail role Manchester Fort performs alongside the primarily convenience retail and social infrastructure function of the defined district centres as well as the City Centre is recognised in the SRF. The SRF identifies that despite significant progress being made as a result of previous iterations of the SRF more is required to continue the process of regeneration and to ensure that the residents of North Manchester benefit from continued investment in the area.

Northern Gateway SRF (2019)

The Northern Gateway SRF was adopted by the City Council in February 2019. The SRF seeks to build on past regeneration initiatives and guide the future development of neighbourhoods on the northern periphery of the City centre and within the Inner Core of the North Manchester SRF; this includes NOMA, New Cross, Collyhurst and the Lower Irk Valley.

The comprehensive regeneration of the Northern Gateway will see approximately 15,000 new homes delivered over the next 15-20 years and make a significant contribution to Manchester's Residential Growth Strategy. The SRF seeks to create a high performing sustainable new community across North Manchester through the deliver a series of vibrant, sustainable and integrated residential neighbourhoods. In doing so the SRF outlines eight core objectives which will underpin the delivery of the vision. These objectives seek to:

- + Deliver a unique and high-quality residential-led regeneration scheme;
- + Deliver a varied network of high-quality green streets and public open spaces;
- + Deliver Manchester's unique city river park;
- + Build on the best of what is there;
- + Improve connections across the Northern Gateway and beyond;
- + Create New Gateways to and from the City centre;
- + Promote truly sustainable places; and,
- + Foster the emergence of local retail and service hubs.

As noted earlier, this transformational project provides a highly supportive context for remodelling and broadening the purpose of the Shopping Park, by enhancing the offer available locally to the expanded population and contributing to employment opportunities.

Strategic and Economic Policy

Greater Manchester Strategy ('GMS') (2013 – 2020)

The GMS identifies the City Region's approach to economic development. At the heart of the strategy are people and places. The Strategy emphasises that creating strong employment locations in all parts of Greater Manchester ensuring good access from residential areas is central to achieving a more inclusive and sustainable city-region. In addition to this, the strategy proposes an integrated approach to investing in all places in Greater Manchester so that they are attractive environments in which to live, work, visit and invest.

In doing so, the Strategy seeks to respond to the significant challenges that remain across Greater Manchester. Emphasises is placed on those neighbourhoods which have not shared in the benefits of economic growth and the resulting deprivation which damages the life chances of current and future generations and act as a drag on the economic potential of the city region.

A number of key priorities for GM are outlined in the Strategy, this includes ensuring a green city region, a high-quality cultural and leisure offer for all, which offers a vibrant, stimulating environment for people to live, work, study and play.

The "Our Manchester" Strategy 2016 – 2025

The "Our Manchester" Strategy sets out the vision for the City over the next decade. By 2025 this vision for Manchester is to be in the top flight of world-class cities, which is an attractive clean and green city, where residents from all backgrounds feel safe, can aspire, succeed and live well. In order to achieve the aspirations of the plan, a number of high-level aims are outlined in the Strategy. The high levels aim seeks to create new jobs which are accessible to Manchester residents in order to reduce the number of people who are unemployed, be a city recognised for its high quality of life, with improved green spaces and access to world-class sports and leisure and cultural facilities

Marketing Manchester Tourism Strategy (2013)

As the strategic framework for tourism across Greater Manchester, the Strategy sets out the direction for the economy through to 2020. By 2020 the ambition of the strategy is for the visitor economy of GM to continue to be a key driver of the social, cultural and economic life of the region which delivers substantial economic benefits for residents and businesses. In order to achieve this, the Strategy identifies that further development and promotion of the product offer for leisure and business visitors, as a year-round vibrant and stimulating cultural city destination is required.

The strength of Manchester's position as a destination is identified in the Strategy, with the City being the UK's second most visited city destination. Building on the region's ambition and enhancement of the quality and appeal of the product offer is required in order to maximise the capacity for growth with the city region.

Marketing Manchester Destination Management Plan (2017)

The Destination Management Plan aligns with the Manchester Tourism Strategy (2013) and identifies what needs to be done in the period 2017 – 2020 to achieve the overall Tourism Strategy for Manchester. In doing so the Management Plan outlines a number of key priorities and actions which includes improving the quality and appeal of the product offer and maximising the capacity for growth. As a result of this, a number of targets to be achieved by 2020 are identified in the plan. This includes achieving an £8.8bn economic contribution to Greater Manchester and supporting 112,477 FTE jobs.

Summary

Overall, the strategic policy position relevant to the Development Framework identifies the importance of providing neighbourhoods of choice for the people of Manchester with particular importance placed on the opportunities that exist to regenerate the neighbourhoods of North Manchester. This is emphasised by:

- + The need to ensure that development in all parts of Manchester make a positive contribution to the City; importance is placed on the creation of a high performing sustainable new communities across North Manchester through a series of vibrant, sustainable and integrated residential neighbourhoods;
- + The support that will be given to developments which significantly contribute to economic growth and productivity including the delivery of retail, cultural and tourism facilities;
- + Recognising the important role played by identified established out-of-centre retail locations and supporting opportunities to enhance those locations, subject to ensuring that the vitality and viability of designated district centres and the City centre are not harmed.
- + Achieving a better balance of day/evening activities across the City.

The Shopping Park

Manchester Fort Shopping Park is a major success story in the ongoing regeneration of North Manchester. First conceived in the late 1990s as part of a comprehensive mixed-use regeneration of existing low-grade retail and employment premises, the Queens Road household waste tip and the original Irish World Heritage Centre, the Shopping Park first opened in 2004.

It served to transform this prominent site, presenting a radically improved interface with the adjoining main roads, creating a high-quality retail destination for both local residents and a much broader catchment, and offering significant employment opportunities for people of North Manchester and Greater Manchester as a whole.

The original vision was of a bulky goods – focused Park but as the retail market evolved, so did the Shopping Park. It has now become the largest shopping park of its kind in Greater Manchester, accommodating principally 'high street' brands including Next, H&M, Nike, Boots, Asda Living, JD Sports, TK Maxx, Sports Direct, Argos and Clarks. It also offers a limited food and beverage offer, intended to support the retail environment.

As a place, it has undergone improvements to its unit facades since first being developed and a series of new additions, such as the units fronting the car park and within the centre of the car park, have provided greater enclosure and a sense of place. The mix of uses has advanced, to as degree, with the introduction of restaurant uses, including the McDonalds restaurant, which is separately accessed off Queens Road. Most recently, improvements at the Park have included elevational alterations to the façade of units 26 and 27 which was approved by the City Council in September 2018¹¹. These works were undertaken to accommodate a new retailer, JD Sports, and reflected the need to tailor the built form to modern retailer demands.

The ongoing commitment to enhancing the park demonstrates the highly successful nature of the development; its strong commercial proposition and the critical role that it plays in the local economy, as reflected in the Core Strategy, North Manchester SRF and the Northern Gateway SRF.

11. LPA Ref: 120195/FO/2018 superseded by LPA Ref: 122149/JO/2018

Figure 3.1
Evening shopping
at Manchester Fort



This is reflected by the following key indicators of success and contribution:



circa 7.1 million

customer visits per year to the Park.



£500 million

is the total spend by visitors at the Park each year.



92%

of visitors make purchases, converting visits to custom,



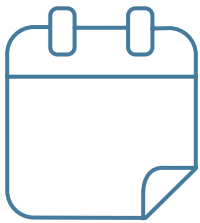
70+ minutes

is the average time spent at the Park. Visitors 'dwell' but more could be done.



£72 average spend

per customer. Given the tendency for repeat visits, this equates to an average of **£2,621** each year.



40 times a year

is the number of visits by an average visitor, evidencing continual appeal and customer satisfaction.



86%

of all visitors from an 'M' (Manchester) postcode, with 28% from M8/M9 showing strong local customer base.



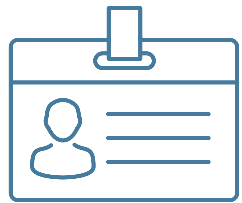
60+%

of shoppers visit more than three stores. A destination delivering linked trips.



745 employees

233 are full-time roles and **512** in part-time roles, including retailers and associated roles with the running of the Park.



Major employer

within a Northern Manchester context and an important source of local employment.

Challenges

Despite its unquestionable success in being a regeneration driver for the North Manchester area and radically transforming this part of the City, the Shopping Park is not maximising its potential, nor its contribution to the area. Given its dominance by retail, it is also vulnerable to the changing retail market place and the general decline of physical retail occupation. The challenges faced by the Shopping Park, now and in the future, include:

- + There are remnants of the original bulky goods offer, in the form of the B&Q Warehouse (with a garden centre and builder's yard) and Halfords.
- + This legacy jars with the rest of the retail offer and character of the Park as a whole, in appearance, profile and customer appeal. As clear outliers from the predominant 'high street' offer, the likelihood of linked trips to occur between the B&Q and Halfords and the rest of Park is limited. This encourages single purpose visits to the Park, which are less sustainable and do not support the vitality and vibrancy of the wider Park.
- + A largely 'dead' frontage extending along one-third of the Park's façade (the B&Q) limits activity along that frontage and indeed in this general area of the Park, which in turn dilutes the appeal of the Park and affects the quality of the place.
- + The Halfords unit presents its side to the key frontage of Cheetham Hill Road. It has no interaction with the street and fails to address the junction with Queens Road.
- + The Halfords unit also causes, alongside its service yard, a barrier to permeability, with the first pedestrian access located to the south of the unit, requiring pedestrians to walk further from the residential communities to the north and reducing awareness of its presence.
- + This relationship with the key junction and closest proximity to residential communities is poor, failing to optimise its gateway presence. The buildings don't actively address the street or the junction, and there is no definition by scale. At one of the most visible locations, passers-by are faced with limited landscaping obscuring the service yard wall of the Halfords unit.
- + There is a dominance of retail and only limited provision of supporting leisure facilities concentrated on a limited range of food and beverage outlets. Whilst these outlets represent a crucial part of the overall Park's offer and do serve to increase customer dwell time, it is a narrow offer. There is no broader leisure or other offer that could extend customer stay, particularly into the evening. Evidence shows that the vast majority of visits take place between 10 am and 5 pm and very few visits occur or continue beyond 9 pm. This serves to limit the role of the Park and the service it can provide to nearby communities, reduces the opportunity for linked trips and fails to maximise the economic contribution the Park can make to the area.
- + The lack of breadth in the offer also challenges the resilience of the Park. Whilst the Park has successfully maintained high tenancy occupation in recent years, as documented above the retail market is becoming increasingly volatile in the face of increased online shopping. Whilst in-store shopping remains far in excess of online, and the more attuned retailers are refining their offer and continuing to invest, the market trend is towards fewer physical stores. This presents a real threat to the Shopping Park in being able to sustain its retailer composition and tenancy levels and its ability to continue to provide significant benefits for North Manchester. Greater diversity in the offer, a new presence that supports the retailers by attracting footfall and lengthening stay, and enhancements in the visibility and environment of the Park, can all serve to manage that threat and provide greater resilience.

Key

Site Boundary

Retail Uses

A3 Uses

Bulky goods retail offer

'High street' retail offer

'Dead' Frontage

Active frontage

Vehicular access

Restricted pedestrian access

No pedestrian connectivity



In the context of the established presence of the Park, the changing retail and leisure market and the wider transformational activities taking place locally, the challenges highlight opportunities to transform the Park and ensure its longevity and continued positive presence in North Manchester.

The following section of this draft Development Framework explores these opportunities in further detail.



3.2

3.3

Figure 3.1
The Shopping Park Plan

Figure 3.2
Car park

Figure 3.3
Unit façade

This section of the document, which identifies the opportunities presented at the site, is informed by a clear understanding of how the Park operates and interacts with its surroundings.

The Park has the opportunity to make a greater contribution to the urban fabric and economic and social well-being of the area, complementary to the Northern Gateway SRF priorities and the ongoing initiatives to increase population levels and create sustainable new communities across North Manchester.

Figure 4.1

Evening shopping
at Manchester Fort

4.1



An Enhanced and Broadened Offer

Over the coming years, as leases come up for renewal, the opportunity exists to remove the remaining bulky goods offer (B&Q and Halfords) and deliver the site's full potential by providing a broader range of retail and leisure opportunities to reflect evolving consumer expectations.

A simple sub-division or remodelling of the existing bulky goods units would offer the opportunity to create smaller, more flexible units capable of accommodating new tenants and delivering an enhanced retail offer. However, the opportunity exists to make much more of the space through a comprehensive redesign of this northern section of the Shopping Park.

The scale of the development opportunity and success of the existing retail offer at the Shopping Park reinforces the need to deliver a new environment which equals if not exceeds the appeal and activity of the other terraces within the Park.

With the flexibility afforded by the removal of the large floorplate bulky goods offer, a variety of new retail formats can be introduced, responsive to an evolving market place. The customer experience is crucial, and the opportunity exists to create a more diverse experience, evolving the traditional retail park format in this part of the Park and attracting a broader range of retailers and retail models, including those that may enter the market in the future.

Given its established position as a shopping destination and the extent to which it serves a local community, which is planned to grow significantly, part of this revitalised retail presence could include a complementary and suitably scaled convenience (food) retail offer, adding to the M&S Food which presently sits at the southern end of the Park. This may also be a positive response to any additional vacancies that emerge across the rest of the Park. A food retail offer would help with the diversification and resilience of the Park by driving footfall and encouraging linked trips.

These enhancements could be achieved without any increase in retail floorspace, cognisant of the out of centre designation and associated policy considerations.

Moreover, the principle of greater flexibility of uses sought within the vision provides an opportunity for the Shopping Park as a whole. Greater flexibility will help maximise Nuveen's ability to attract occupiers and investment thereby helping to retain high occupancy levels.

Alongside, and to provide the foundation for an evolved and resilient Park which serves the North Manchester communities to an even greater extent, new leisure uses can be introduced, which serve to drive further footfall, increase dwell time and enhance the Shopping Park's evening offer.

'Linked trips' would become more commonplace, with visitors undertaking their destination shopping trip, potentially picking up a daily food shop from the supermarket offer (M&S Food plus a potential addition), and then experiencing the leisure offers on the Park. Such linked or multi-purpose trips are sustainable (reducing the need to travel), particularly so in such an accessible location as this, and are appealing to the customer as they are more convenient and ultimately more enjoyable. They also help sustain the commerciality of the destination, by creating a mutually supportive commercial environment that responds to different customer needs and over an extended period. Retailers benefit from the leisure attraction and vice versa, and visitors spend more time enjoying the offer, through the day and evening.

Market research and testing have established that the introduction of a multi-screen cinema is a viable proposition for the Park. As addressed in Appendix 1, cinema-going remains very strong across the UK; it remains a highly popular leisure experience which is sustaining a growth (and improvement) in cinema provision. However, as also shown in Appendix 1, cinema provision in North Manchester is lacking compared to other parts of Greater Manchester; the local communities are not as well served by a modern cinema offer as other parts of the conurbation. Whilst cinemas in the City centre are accessible, just as they are for other parts of the City and conurbation, the City centre performs a much broader offer (including for City centre residents, workers and visitors from far afield), and consumers will both visit the City centre and destinations such as the Shopping Park (or for example Parrswood, Didsbury, which has extensive leisure and retail offer). Just in the way that many of the retailers represented on the Shopping Park are represented in the City centre, leisure attractions can be replicated in order to enhance choice, provide customers with the different types of visits they seek and operate on a complementary basis.

Given its likely broad appeal, both during the day and evening, the introduction of a cinema could act as an 'anchor', drawing customers to the Park and enhancing footfall around its entrance. It would, therefore, be most beneficially positioned in the northeastern corner of the Park, such that visitors are drawn along the northern and eastern 'terraces'.

The 'anchor' of the multi-screen cinema would also help to sustain and support an expanded and more diverse food and drink offer. A range of restaurants, coffee shops and other establishments would be attracted by the relationship with both the cinema and the broader retail offer, and in turn would provide a more attractive destination, particularly into the evening.

Finally, an analysis of hotel provision across Manchester identifies that an opportunity exists to introduce a hotel as part of this broader mix. The analysis identifies that at present there is a limited provision of 3* / budget hotels outside of Manchester City Centre, something that is noticeable in North Manchester, particularly within Cheetham Hill, Harpurhey and Crumpsall areas where only 3 budget hotels currently operate. The introduction of a hotel at the site would help, along with other forthcoming hotel proposals (Irish World Heritage Centre Hotel and Carnarvon Street), to improve and diversify the hotel offer in North Manchester.

The degree to which the Shopping Park is already an established destination, and its location adjacent to a key radial route, means the Park lends itself to a prospective location for a hotel. The Park's prominence at a gateway location on the strategic intersection of Cheetham Hill Road and Queens Road is the optimal position for a building of scale to help further establish the importance and prominence of the Park. A hotel can perform this role. More broadly speaking, it is envisaged that the provision of a hotel further encourage visitors to increase 'dwell time' at the Park and maintain activity into the evening.

Key

- Site boundary
- Units to be removed
- Development opportunity area
- Improved street frontage
- Improved pedestrian connections from northerly point
- Effective integration with existing units
- Noteable new areas of public realm to increase dwell time



Figure 4.2
Opportunities Plan

4.2

Permeable Frontages

The site's scale and frontage adjacent to the main arterial routes of Cheetham Hill Road and Queens Road provides an opportunity to reinforce the importance of a well-designed attractive environment and create a 'gateway' of significance.

At present, there is a distinct disconnect between the Shopping Park and nearby residential neighbourhoods to the North of the Park due to the limited active and impenetrable frontage which addresses the street and junction. Given the prominence of this area of the Park and at present its limited permeability an opportunity exists to enhance the level of interaction with Cheetham Hill and Queens Road and the nearby residential neighbourhoods. The creation of a permeable frontage on this junction can more effectively address the street and draw pedestrians in at a more northerly point, enhancing connectivity.

The large bulky goods stores provide a largely dead frontage along one-third of the Park's façade, which in turn limits activity along its frontage and indeed the use of this area of the Park, which dilutes the appeal of and affects the quality of the place. Addressing this third of the Park provides an opportunity through a comprehensive redesign to create a sense of place and provide a frontage which is more active and appeals to customers.

Scale and Visibility

The relationship with the junction of Cheetham Hill Road and Queens Road provides further opportunity to create a greater presence in this location. A landmark could be created, which signposts the Park and celebrates its success and contribution to the North Manchester area. This opportunity would most readily be addressed by the introduction of the hotel use referred to above; more than any other aspect of the vision, this offers the prospect of creating a building of height.

Public Realm

At present, the Shopping Park has limited public realm. The comprehensive redesign provides the opportunity to introduce notable areas of public realm which will help to raise the quality of the environment and achieve a sense of 'place'. The area close to the Cheetham Hill Road and Queens Road junction, where the concept of a 'gateway' is identified (see above), provides the most suitable opportunity to create a notable gathering space and to set the tone for enhanced treatment into a revitalised northern section of the Park. This could include appealing and innovative street furniture, an opportunity for the 'greening' of the site, and potentially play areas or other features that support the site's broad appeal.

Connectivity

The Park's strategic location adjacent to the junction of Cheetham Hill Road and Queens Road and its proximity to modes of sustainable transport provides a great opportunity to integrate with the surrounding neighbourhoods of North Manchester and deliver a retail and leisure destination of choice. The redesign of the area close to the Cheetham Hill Road and Queens Road junction, where the concept of a 'gateway' is identified, provides an opportunity to enhance the level interaction with Cheetham Hill and Queens Road and the nearby residential neighbourhoods.

Opportunities Summary

By considering the context within which the site lies and envisaging a long term future for the Shopping Park that reflects it, opportunities have been identified that can help the Park deliver on its full potential, maximise its contribution and reflect the evolving expectations and behaviours of the retail and leisure customer.

The preceding sections have confirmed the importance of Manchester Fort and its relationship with North Manchester; the challenges it faces as the retail and leisure market continues to evolve and the opportunities that present themselves. The site is of significance in its own right and in order to ensure its longevity, future development should be seen and planned for in the context of a changing market and the broader vision for the areas surrounding the Park.

This section presents the key development principles and a framework plan which it is proposed will frame future development of the Shopping Park and help to realise the stated vision. The principles identified, and their application in appraising future detailed proposals will ensure that future development aligns with and contributes to the regeneration objectives established in the surrounding area, drives a high-quality solution, and ensures the Park remains complementary to the City and district centres.

Development Principles

The development principles that follow will guide the development of detailed proposals and investment decisions. The City Council, as Local Planning Authority, will have regard to these principles in the evaluation and determination of planning applications on the site.

An integrated shopping and leisure destination

As addressed above, the Shopping Park has been a success story and performs an important social and economic role. However, it is both faced with the challenge of an increasingly volatile retail market and increased opportunities associated with the transformational change ongoing in North Manchester. The principle of evolving the Park into an integrated shopping and leisure destination is therefore supported, to provide resilience and maximise its contribution to the local economy and wellbeing of Manchester's residents. This is on the following basis:

- + Retail is expected to remain the predominant use on the Shopping Park, sustaining the Park's role within the City's retail hierarchy.
- + Proposals that entail the redevelopment/remodelling of existing retail provision will be supported where they serve to enhance the customer experience and provide an opportunity to introduce new retailer representation.
- + Any material increase in the extent of retail floorspace will be adjudged against policies of the Core Strategy and the Framework in respect of maintaining the vitality and viability of designated centres. Planning applications which entail a material increase will be required to provide a sequential test and impact assessment.
- + The retail offer shall remain non-food (comparison) in its focus. The potential suitability and benefits of introducing a small to medium-sized convenience food store (not exceeding a total gross floor space 20,000 sq. ft) within the Park is accepted. An additional food retail offer presents an opportunity to cement the Park's role as an important social and economic function for the communities of North Manchester. Furthermore, its inclusion could provide a catalyst for the wider vision, an additional food store can help to attract visitors to the Park, enhance the opportunity for linked trips, and sustain other retailers. In any event, the introduction of food retail will have to be justified at planning application stage in respect of the sequential test and impact assessment.
- + The introduction of a cinema into the Shopping Park, which serves as an 'anchor' and helps to encourage an active evening economy, will be supported subject to appropriate, proportionate assessment in impact and sequential terms and satisfying those considerations.
- + A hotel offer, which provides the opportunity to create scale on the junction of Cheetham Hill Road / Queens Road, as referred to below, will be supported in principle.
- + An enhanced food and drink offer will also be supported, recognising the role that this can play in supporting the principal retail function of the Park, complementing a broader leisure presence, and increasing the time that visitors stay on the Park. A suitable management regime will be expected to be adopted to mitigate against prospective anti-social behaviour and to protect amenity for nearby residential areas.
- + Notwithstanding the support in principle for additional/alternative town centre use to be introduced to the Park. Planning Applications will need to be supported by appropriate assessments in line with both Local and National Planning Policy.

Scale and massing

Forthcoming development should seek to better integrate and enhance the existing Park. The following principles will be expected to be adhered to:

- + Proposals which seek to replace the existing bulky goods units should generally be of a scale and massing which is consistent with the existing retail units at the Park. The exception being close to the junction of Cheetham Hill Road and Queens Road, referred to below, where a building of greater height is appropriate.

The introduction of a range of low-level units should comprise a series of new formats capable of attracting a breadth of tenants in order to sustain the success of the Park.

Public Realm

New public realm should contribute positively to the Shopping Park and enhance the quality of the customer experience. In order to support high-quality public realm, development proposals should seek to deliver active frontages across the Park, notably in the northern section of the Park.

Creating a recognised gateway

Building on the opportunities outlined above, future development of the Park should emphasise the importance and prominence of creating a Gateway adjacent to the strategic junction of Cheetham Hill and Queens Road. Opportunities should be taken to deliver a building of height to act as a landmark for the park.

As a key node to the Park, the Gateway should seek to address the disconnect between the Park and residential communities to the north. In emphasising the importance of this Gateway, opportunities should be taken to greatly enhance the quality of the built form and activity in this area of the Park. Development proposals should incorporate high-quality design with active frontages to complement the delivery of extensive public realm.

Design quality

Give the Park's prominent frontage the opportunity exists through the comprehensive redevelopment of the Park to set a new benchmark for developments of this type and complement the design aspirations that will underpin the broader regeneration initiatives of the North Manchester SRF and Northern Gateway SRF. As previously stated and in accordance with the adopted Development Plan future development proposals should seek to maximise the opportunities that exist for refurbishment replacement to enhance the retail environment at out-of-centre locations. Emphasis will, therefore, be placed on the importance of high-quality design for forthcoming development proposals

Future planning applications will need to be accompanied by appropriate design documents, which outline the rationale for the proposal and demonstrate a high quality of design.

Accessibility, Highways and Parking

Preliminary traffic assessment has been undertaken to inform the Development Framework. This has identified that in the absence of any increase in retail floorspace the introduction of leisure uses as described above will cause no material impact on the local highway network. This is principally due to the expected increases in traffic movements being at those times when there is greater capacity in the network (i.e. outside of peak hours), and the likelihood of 'linked trips' taking place. Likewise, it has indicated that capacity exists in the Shopping Park's car park at those times where it is likely to experience the greatest increase in demand.

The introduction of secondary access at the site has also been explored as part of the preliminary assessments. On the whole, it is considered that the introduction of a secondary access to the Park via the McDonalds entrance (which was originally envisaged as part of the McDonalds planning permission) would not only have an adverse impact upon pedestrian safety but would also be detrimental to the overall vision of the Development Framework – it would impede the ability to create the 'gateway' and enhanced connections which are a key objective of the vision. Similarly, delivery of a secondary access along the site frontage would be unfeasible without a significant reconfiguration of the site frontage and the wider highway network.

Planning applications will need to be accompanied by an appropriate Transport Assessment, which demonstrates that proposals would not cause severe impact on the highway network and that sufficient car park provision exists to accommodate the anticipated increase in demand.

The site is highly accessible by non-car modes. Development proposals should, however, explore means of enhancing connectivity into the site (for instance, in creating the more permeable frontages described above) and encouraging sustainable travel (for instance, through the introduction of cycle parking and use of employee travel plans).

Sustainability

As a member of the BBP Climate Change Commitment improving the sustainability of its property portfolio is at the heart of Nuveen's business and the transition towards net zero carbon is of great importance. Nuveen have publicly committed to publishing a net zero carbon pathway which outlines the trajectory towards net zero carbon in both new and existing buildings. Nuveen's pathway will seek to address:

- + Operational Carbon – whole building performance
- + Embodied carbon of development – refurbishment and fit-out
- + Principles of the energy hierarchy – focus on reducing energy demand and improving energy efficiency

It is through careful consideration that future development proposals will be brought forward at the Shopping Park to ensure that they contribute to both the City's target of meeting its zero-carbon commitment and Nuveen's commitment.

The principle of repurposing the Shopping Park is fundamentally a sustainable approach. It makes use of an existing accessible urban site, utilising existing infrastructure.

Future development proposals at the Shopping Park will, where appropriate, demonstrate that they follow the principles set out in the Development Plan for the use of the Energy Hierarchy; clearly demonstrate consideration of key environmental objectives including amongst others reducing pollution, reducing emissions from buildings, promoting less waste and encouraging sustainable travel have been considered; and, meaningfully promote use of sustainable transport modes.

Delivering the vision: a development framework

The Illustrative site proposal represents a vision for the site which takes into account the challenges, opportunities and principles identified in the document. It provides an indication of what the future development of the Shopping Park may entail and how the development principles could be applied.

The principles of the Vision will ensure that future proposal for the Shopping Park is appropriate for the site and its emerging context and are complementary to the wider development aspirations for North Manchester.

5.1 Figure 5.1
Site Proposal





5.2

Figure 5.2
Illustrative view
looking towards
proposed focal
space and
hotel



5.3

Figure 5.3
Illustrative view
of remodelled
northern
edge

The detailed design identified in the drawings articulates one way in which the development principles could be interpreted across the site. It is presented for illustrative purposes only.

Based on the illustrative interpretation of the vision for the Shopping Park identified in Chapter 5, a number of significant social, environmental and economic benefits can be realised. The detail provided below provides an indication of the scale of benefits that can be derived as a result of the vision.



Social

During construction and once the development is complete, there will be a number of social benefits associated with the additional employment opportunities created. They include:

- + Currently, 2,175 Job Seekers Allowance (JSA) claimants¹² are seeking work in Manchester, of which 30 are seeking work in the construction section. The development could help to meet a local need for employment in construction;
- + New employment opportunities can generate social benefits for those currently out of work. Research by New Economy has found that returning to work and no longer claiming JSA has a government cost saving of £9,725 per individual per year 6,7 ;
- + Approximately £900,000 will be created per annum in wages from additional direct jobs potentially taken by Manchester residents. This will create personal financial benefits for employees, supporting wellbeing and financial security;
- + Manchester City Council will benefit from an uplift in business rates which based on comparative rates data could be equivalent to £155,000 per annum. This additional revenue will be available to contribute to supporting the running of local services and fund the city's infrastructure. 100% of business rate revenue will be available for retention by the Council under planned reforms from 2020.

¹² ONS, Jan 2019, JSA Claimant Data



Environmental

- + A notable enhancement in the design quality of the development and its contribution to the urban fabric of the area. In particular its interface with Cheetham Hill Road and its junction with Queens Road. Given the presence and profile of the Park, this enhancement will be of considerable benefit to perceptions of the area.
- + Enhanced pedestrian accessibility into the Park, with the access closer to residential communities and set in a more appealing environment, thereby encouraging greater access by foot and reduced use of the private car.
- + Providing a greater opportunity for linked trips, with a more complementary retail offer, and more diverse leisure facilities. With an increased propensity for linked trips, the number and length of car journeys can be reduced.



Economic

The investment made during construction has the potential to create a number of benefits for the local economy of Manchester and the wider region:

- + Around 160 FTE (full-time equivalent) construction-related jobs will potentially be generated both on and off-site;
- + A proportion of construction jobs are likely to be drawn from the local labour market within Manchester and North West more widely. Around 140 direct net additional FTE jobs are likely to be held by residents in the North West, of which 50 could potentially be held by Manchester residents based on existing containment of labour force;
- + Expenditure on construction materials, goods and other services will result in an economic 'multiplier' effect. This could result in around 70 additional jobs supported across the North West, of which 10 are likely to be in Manchester.

- + Additional construction jobs will generate an increase in economic productivity which could amount to £10.7 million GVA in the North West, including £3.0 million GVA in Manchester every year during construction.

Once completed and occupied the development will produce long-lasting net additional economic benefits for the economies of North Manchester and Manchester:

- + 260 gross FTE jobs will be supported on site, over and above those supported by the B&Q and Halfords stores currently trading from the site;
- + Of the jobs created on site, circa 220 net direct FTE jobs could be held by North West residents and 80 FTE jobs held by residents within Manchester. This could be further enhanced by local recruitment initiatives, working closely with the City Council and North Manchester partners;

- + When multiplier effects are factored in, a further 110 indirect and induced FTE jobs could be created within the North West, of which indirect 20 jobs could be local to Manchester.

- + Retail and leisure based employment are likely to boost GVA by around £14.5 million every year in the North West, including £4.0 million GVA attributable to Manchester.

It is clear that the vision for the Park will deliver significant net additional benefits, over and above those currently being delivered by the arrangement and use of the Park. The vision will, therefore, optimise the contribution that the Park makes socially, economically and environmentally to North Manchester and ensure that residents resulting from the vision. In order to ensure that the benefits derived from the future development of the Shopping Park are maximised by the local community, Nuveen will commit to the following:

- + Maximising local employment at the Shopping Park,
- + Continued investment in a facility of importance in North Manchester; and,
- + Delivery of a destination of choice in accordance with the regeneration initiatives of North Manchester.

Next Steps and Delivery

An initial period of consultation on the draft Development Framework took place in June 2019. Overall, the feedback received demonstrates supports the ideas and principles established throughout the Development Framework. The draft Framework will now be submitted to Manchester City Council for consideration by the Executive. The Executive will be asked to support a period of formal consultation on the document.

Subject to approval of the Development Framework the planning status of this document will be as a material consideration in determining all planning applications relative to the site. Whilst it does not form part of the Development Plan, it has been prepared to align with the adopted policies of the Council's Core Strategy, the North Manchester SRF and the National Planning Policy Framework.

It is Nuveen that will bring forward development proposals in accordance with the agreed vision of the Development Framework. As the Framework represents a long-term vision for the Park that is designed to inform significant future development investments. Whilst the vision may not be realised in the short term due to existing commercial agreements, Nuveen will be able to plan for the Parks future with confidence and an appropriate level of flexibility to ensure it can pro-actively and contextually respond to market opportunities as and when they arise. Nuveen are committed to continuing to work closely with the City Council, local stakeholders and local communities in developing detailed proposal





7.3

7.2



7.4



Figure 7.1
Enhancing planting

Figure 7.2
Creating a vibrant family space

Figure 7.3
Enticing retail frontages

Figure 7.4
Creating linked spaces

Appendix 1: Cinema Provision

Market Analysis

The inclusion of cinema offer in the vision for the Park has evolved in the context of the existing provision of cinemas across Greater Manchester, notably those within the Manchester Local Authority Boundary as well as the appetite of cinema operators to support a new facility in this part of Manchester. At present, there are 18 cinemas across GM (Figure 7.1 below shows the distribution of cinemas across GM) operated by providers which range from National Cinema Operators to smaller more independent operators.

The distribution of cinemas across GM is largely focused in existing centres (i.e City/Town Centre) or in out-of-centre locations or adjacent to the strategic highway network. In Manchester, the majority of cinema are located in the City centre and cater for the broad resident/worker/visitor customer base the City centre benefits from. Cinemas are also located in South Manchester (Cineworld) and East Manchester (Showcase Cinema).

More generally, the UK Cinema Association identifies that the Cinema Market in the UK continues to remain strong year on year with their Annual Report 2017¹³ identifying that cinema operators invested in all aspects of the market and the performance across the year out-performed the preceding years in terms of box office and admissions. The report identifies that a record-setting 170,616,774¹⁴ admissions were recorded over the course of the year.

Further research undertaken by the UK Cinema Association analyses the growth of cinema provision in the country from the period 2007. Over the 10 year period 2007 – 2017 the research identifies that the provision of cinema screens has increased year on year rising from 3,596 to 4,309 (c.19 % increase). At the same time, the number of cinema sites in the UK decreased post-recession with the number of sites decreasing from 775 in 2007 to 743 in 2014. This reflects the delivery of larger cinema with multiple screens. More recently, however, there has been an increase in the number of cinema sites with the number of sites available as of 2017 being 801¹⁵.

In the context of the existing cinema market, the delivery of a new cinema would build on the strong foundations of the year-on-year growth of the industry and enhance the provision of cinemas of GM.

13. UK Cinema Association Annual Report 2017 - <https://www.cinemauk.org.uk/2018/06/uk-cinema-association-published-2017-annual-report/>

14. Source: Cinema Advertising Association

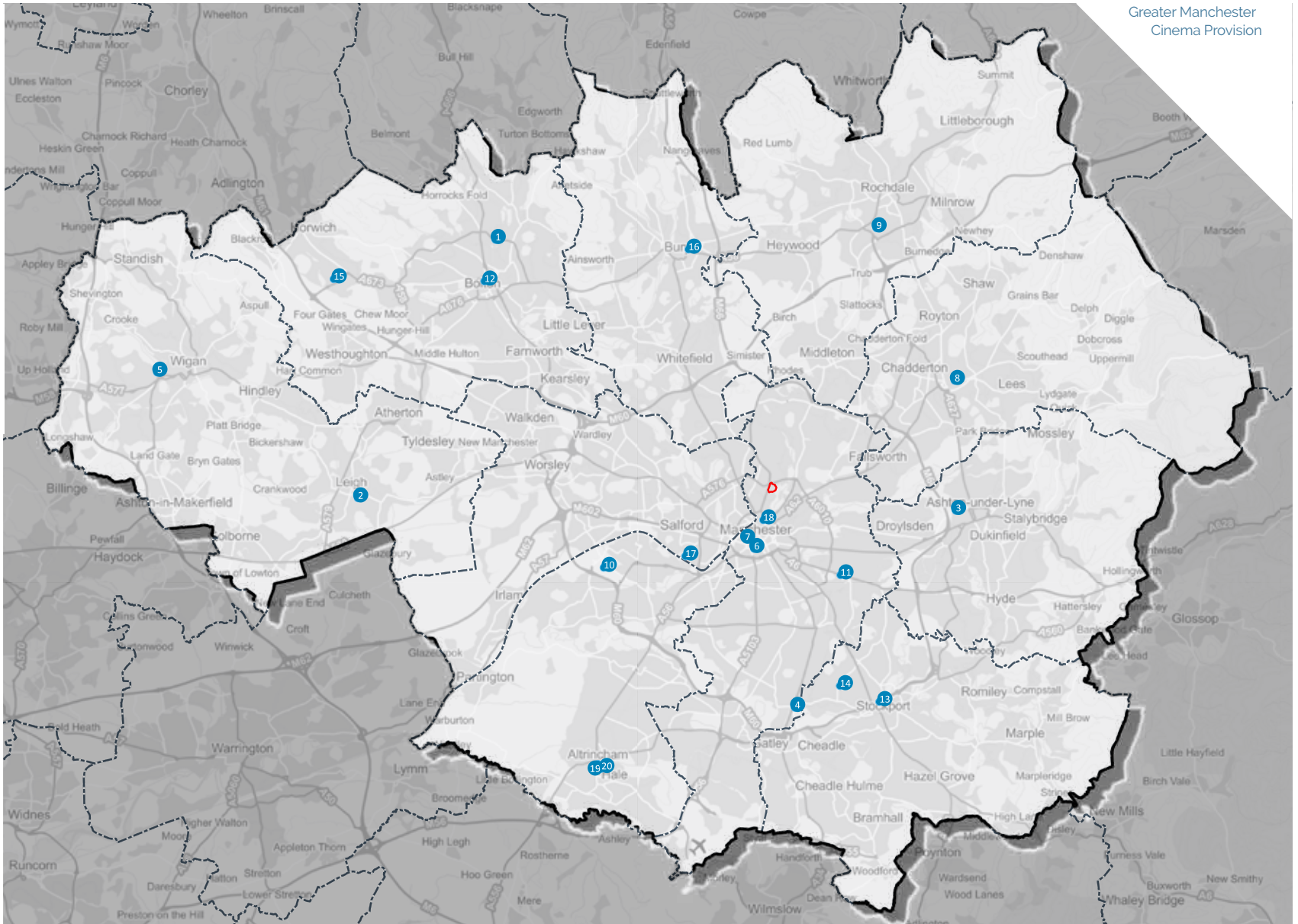
15. <https://www.cinemauk.org.uk/the-industry/facts-and-figures/uk-cinema-industry-infrastructure/sites-and-screens/>



Site boundary

● Cinemas

- 1 Cineworld Cinema – Bolton
- 2 Cineworld Cinema – Leigh
- 3 Cineworld Cinema Ashton Under Lyne
- 4 Cineworld Didsbury
- 5 Empire Cinema - Wigan
- 6 HOME Manchester
- 7 Odeon Manchester Great Northern
- 8 Odeon Oldham
- 9 Odeon Rochdale
- 10 Odeon Trafford Centre
- 11 Showcase Cinema Manchester
- 12 The Light Cinema Bolton
- 13 The Light Cinema Stockport
- 14 The Savoy Cinema
- 15 Vue Cinema – Bolton
- 16 Vue Cinema Bury
- 17 Vue Cinema Manchester Lowry
- 18 Vue IMAX Cinema Manchester Printworks
- 19 Everyman Altrincham
- 20 Vue Cinema Altrincham



The detailed design identified in the drawings articulates one way in which the development principles could be interpreted across the site. It is presented for illustrative purposes only.

Capacity Study

The adjacent plan was prepared to analyse how the existing cinema provision serves the population of GM. The plan illustrates a 5 and 10 minute drive time from each cinema. The analysis identifies that the Shopping Park is located on the periphery of the area served by cinemas located in the City centre. It also indicates that there is a deficiency of cinemas across the north of the city, and a gap in the market exists.

The provision of cinemas in the City centre caters for a broad population, underpinned by the nature of the City centre's function. The introduction of a cinema to rebalance the deficiency in north Manchester will not be detrimental to the vitality or viability of the City centre. It is envisaged that the new facility will cater towards a different customer-base and behaviour and would align with the aspirations for growth identified in the Northern Gateway SRF.

Delivery

A core principle of the development vision is to deliver an enhanced retail and leisure offer at the Shopping Park. In order to realise the vision, it is envisaged that the inclusion of a cinema at the Park will become the 'anchor' tenant, aimed at providing a more diverse and rounded experience intended to encourage greater propensity for linked trips and increased dwell time throughout the evening.

The illustrative drawings included within the framework detailed how a cinema could be incorporated at the site subject to the removal of the B&Q unit.

Site boundary

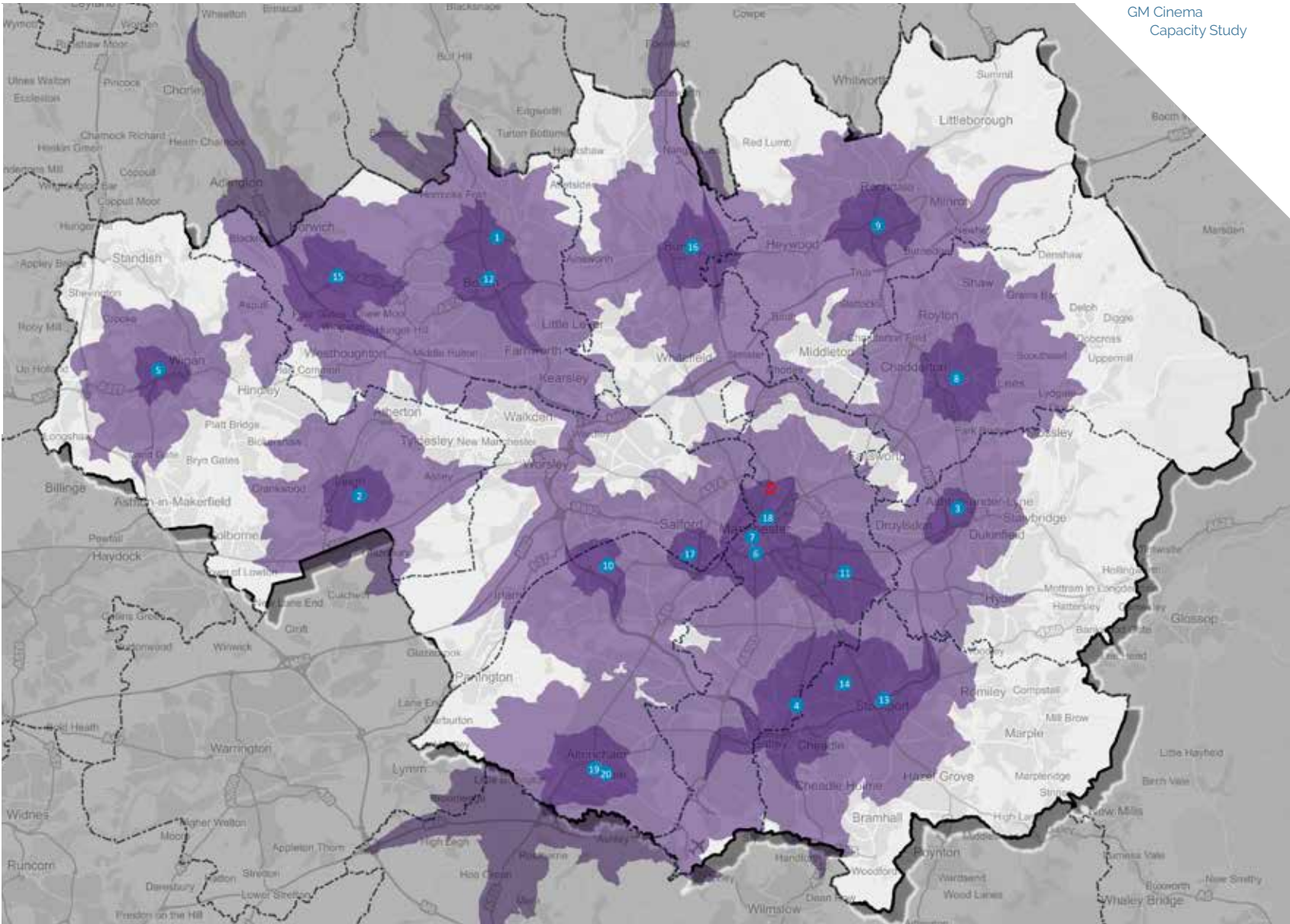
Cinema drive times

(5 min OffPeak)

(10 min OffPeak)

Cinemas

- 1 Cineworld Cinema – Bolton
- 2 Cineworld Cinema – Leigh
- 3 Cineworld Cinema Ashton Under Lyne
- 4 Cineworld Didsbury
- 5 Empire Cinema - Wigan
- 6 HOME Manchester
- 7 Odeon Manchester Great Northern
- 8 Odeon Oldham
- 9 Odeon Rochdale
- 10 Odeon Trafford Centre
- 11 Showcase Cinema Manchester
- 12 The Light Cinema Bolton
- 13 The Light Cinema Stockport
- 14 The Savoy Cinema
- 15 Vue Cinema – Bolton
- 16 Vue Cinema Bury



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Manchester City Council Report for Resolution

Report to: Executive – 11 March 2020

Subject: Revenue Budget Update 2020/21

Report of: Deputy Chief Executive and City Treasurer

Summary

To advise the Executive of the latest revenue budget position for 2020/21 following Budget Council on 6 March 2020.

Recommendations

The Executive is recommended:

1. To note that the £250k amendment for the Spring Challenge Fund has been approved by Full Council and to now consider how they wish to implement it.
 2. To note the revenue budget position for 2020/21 as amended to include the additional budget changes summarised in section 2 of this report (and included in full in the Capital Update Report elsewhere on the agenda) and that these changes are subject to Full Council approval on 18 March.
 3. To note that Council referred two further budget amendments to the Executive for consideration, as set out in paragraph 2.3 of this report, and to request the Executive comment on the approach to be taken with these.
-

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

The proposed 2020/21 budget will reflect the fact that the Council has declared a climate emergency by making carbon reduction a key consideration in the Council's planning and budget proposals.

Our 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.	This report presents the proposed Revenue Budget. Whilst this has no direct implications for the Our Manchester Strategy outcomes a balanced budget is a prerequisite to the provision of the council services that support the outcomes and includes some transfer of resources to support key council objectives.
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.	

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 implications for the Council's revenue budget for 2020/21 are set out within the report. The revenue budget incorporates provision for financing of borrowing undertaken to fund capital expenditure.

Financial Consequences – Capital

Details of the proposed Capital Programme for the next five years were approved at Executive on 12 February 2020 and any financial implications are contained within the body of the report and attached schedules.

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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.

1. Provisional and final Local Government Finance Settlement papers,
2. Final Levy and Precept notifications from the Greater Manchester Mayoral Police and Crime Commissioner Precept and Greater Manchester Mayoral General Precept (including Fire Services),
3. Reports to the Council on 6 March 2020 entitled:
 - Budget 2020/21 - Covering Report
 - Medium Term Financial Plan
 - Capital Strategy and Budget 2019/20 to 2023/24
 - Children and Education Services Budget 2020/21
 - Adult Social Care and Population Health Budget 2020/21
 - Manchester Health and Care Commissioning Budget 2020/21
 - Homelessness Budget 2020/21
 - Neighbourhoods Budget 2020/21
 - Growth and Development Budget 2020/21
 - Corporate Core Budget 2020/21
 - Dedicated Schools Grant – Schools Budget 2020/21
 - Housing Revenue Account – 2020/21 to 2022/23
 - Treasury Management Strategy Statement and Borrowing Limits and Annual Investment Strategy 2020/21

1. Introduction

- 1.1 At its meeting on 6 March the Council received a series of reports which outlined the position for 2020/21 setting a year budget in line with the Government's funding announcement, (following 2019/20 being the final year of the three year budget strategy). This also reflected the budget position of the Council after the announcement of the final one year Local Government Finance Settlement on 6 February 2020.
- 1.2 It should be noted that there is considerable uncertainty post 2020/21. This includes the planned Spending Review, review of the Local Government Funding Formula (Fair Funding Review), reforms to the business rates system and the business rates reset. There are also economic risks that may impact on the Council, including the impact of the withdrawal from the European Union.

2. The Revenue Budget

- 2.1 The Council's revenue budget for 2020/21 was approved at Full Council on 6 March 2020. The budget contains investment for priority areas including £9.9m for Children's Services, £23.3m for Adult Social Care and £1.352m for Homelessness. It also includes £7.5m of efficiency savings, of which £4.6m are being reinvested back into the budget. The full details can be found in the Council's Medium Term Financial Plan for 2020/21 and the accompanying Directorate Budget Reports.

Decisions at March Council (6 March)

- 2.2 At its meeting on 6 March, Council approved an amendment to allocate a budget of £250k in 2020/21 for a one-off Spring Challenge Fund. The purpose of the funding is to provide a sustainable approach to improving neighbourhoods. This is to be funded from the Council's revenue contribution to capital budget that is held as part of the capital financing budget and is included within the revenue budget. Now the amendment has been formally approved Executive is asked to comment on how the Challenge Fund should be implemented.
- 2.3 Two further budget proposals have been referred to the Executive by the Council. Both were budget amendments that were not put to Council but were instead referred to the Executive for consideration. They are not yet included in the Revenue Budget for 2020/21. Both are set out below.
 - (a) To allocate a budget of £960,000 phased equally over three years to enable the Council to make available a £10,000 per annum Green Neighbourhood Investment Fund in each of the 32 wards, encouraging our neighbourhoods to participate in carbon reduction on a community-led basis shaped by the priorities of the Manchester Climate Change Action Plan; to be funded out of the proposed £2.079m contribution to the Business Rates Reserve for 2020/21.

- (b) To allocate a budget of £960,000 phased equally over three years to enable the Council to deliver a programme of target hardening (including further alleygating) in areas of benefit; to be funded out of the proposed £2.079m contribution to the Business Rates Reserve for 2020/21 and to allocate a budget of £1.5m to enable the Council to deliver road safety and traffic calming schemes in areas of need; to be funded from On Street Parking Reserve.

- 2.4 The Executive is therefore asked to comment on the approach they would like to take in consideration of these two budget proposals.

Further Changes to be considered at March 2020 Executive

- 2.5 The Climate Change Action Plan is also on the agenda. It was always intended that the final action plan would include any required investment proposals to support the delivery of halving the Council's carbon emissions over the next five years.
- 2.6 The report includes proposed additional capital funding of £15m to support the work to reduce the carbon produced from the Council's operational estate and £1m for greening the city both of which, if supported, will be incorporated into the Council's Capital budget.
- 2.7 It also includes the establishment of a revenue budget increase of £1m funded by the Capital Fund. This is to fund a dedicated team to deliver the commitments within the Carbon Reduction Plan. Work will include identifying and delivering large scale remote renewable energy projects which are essential to remain within the carbon budget, procuring a Solar PV partner, delivering a Zero Carbon whole building retrofit pilot, agreeing the Manchester Build Standards to be used going forward, developing an accelerated boiler replacement programme and commission expert consultancy to validate existing views about the pathway to zero carbon heat.
- 2.8 tFinally there is a recommendation in the Capital Update report for a revenue budget increase of £100k funded by the Housing Investment Reserve. This initial investment is to provide additional capacity to allow work to establish the viability of a Manchester bespoke scheme, identify indicative land and any title or grant issues, and develop a report leading to full approval of a model by summer 2020.
- 2.9 The updated position reflecting the two revenue budget increases is set out in Table 2 below.

Table 2: Summary of Budget Position 2019/20 (Latest) and 2020/21 (Proposed)

	2019/20 Original £000	2019/20 Revised £000	2020/21 Proposed £000
Resources Available:			
Business Rates Related Funding	314,653	314,653	339,547
Council Tax	166,507	166,507	174,465
Other non-ring fenced Grants and other External Funding	54,426	65,677	66,642
Dividends and Use of Airport Reserve	62,390	62,390	62,890
Use of Other Reserves	12,859	12,859	22,581
Total Resources Available	610,835	622,086	666,125
Resources Required:			
Corporate Costs:			
Levies and Statutory Charge	69,990	69,990	71,327
Contingency	1,600	850	860
Capital Financing	44,507	44,507	44,507
Transfer to Reserves	7,067	18,318	18,263
Sub-Total Corporate Costs	123,164	133,665	134,957
Directorate Costs:			
Additional Allowances and other pension costs	10,030	10,030	9,580
Insurance Costs	2,004	2,004	2,004
Inflationary Pressures and budgets to be allocated	9,945	1,764	10,271
Directorate Budgets	465,692	474,623	509,313
Sub - Total Directorate Costs	487,671	488,421	531,168
Total Resources Required	610,835	622,086	666,125
Shortfall / (surplus)	0	0	0

** Although included within the table of levies / charges above, the Waste Levy is administered by the Neighbourhoods Directorate and will be included within their published budget. This is to recognise that the actions within the directorate to reduce the levels of waste delivered impact on future levies which are tonnage based. It has been included above to give a complete view of the levies / charges paid.*

- 2.10 The 6 March Council also set the amount of Council Tax for each valuation band in accordance with Section 30 of the Local Government Finance Act, 1992. Approved was an increase in Manchester's Council Tax of 3.99% in 2020/21; 1.99% attributable to the Council element and 2% for the Adult Social care precept as well as the Greater Manchester Mayoral and Police and Crime Commissioner precepts. The setting of the Council Tax amounts for each band is not affected by the above changes to the budget.

Manchester City Council Report for Resolution

Report to: Executive - 11 March 2020

Subject: Establishment of new trading company as a vehicle for claiming exhibition tax relief at Manchester Art Gallery

Report of: Strategic Director: Neighbourhoods

Summary

This report seeks Executive approval for the establishment of a City Council wholly owned trading company called Manchester Art Gallery Exhibitions Productions Company Ltd (MAGEP). Once established this will enable the Manchester Art Gallery to benefit from the Government exhibition tax relief scheme in line with the budget efficiency proposals.

Recommendations

The Executive is recommended to:

1. Agree to the establishment of the Manchester Art Gallery Exhibitions Productions Company as set out in this report. The arrangements will be finalised subject to final due diligence and further tax advice.
 2. Delegate authority to the City Solicitor and Deputy Chief Executive and City Treasurer in consultation with the Executive Member for Skills, Culture and Leisure to take all necessary steps to establish the Company and set up appropriate Governance arrangements to give effect to the above resolutions.
-

Wards Affected: All

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	We provide support for the creative economy through our public programme, training and development opportunities for young people, and contribute to economic growth and prosperity of Manchester by championing creativity, supporting creative industries, and through cultural tourism.
A highly skilled city: world class and home grown talent sustaining the city's economic success	We develop and nurture skills within our workforce and support the development of skills and creativity of Manchester residents through our programme of events, workshops, activities and exhibitions.
A progressive and equitable city: making a positive contribution by unlocking the potential of our	The gallery aims to support individuals, families and communities achieve best outcomes through a programme that brings people together,

communities	encourages creative decision-making, and delivers public projects that generate social capital.
A liveable and low carbon city: a destination of choice to live, visit, work	Manchester Art Gallery has signed up with Culture Declares to declare a Climate Emergency and commit to radical action in relation to its own carbon footprint. The gallery is currently reviewing its policy and approach to making the physical gallery green and working towards being carbon neutral - focusing on exhibitions, loans, business travel, energy use, cafe, retail and events. We encourage social responsibility through community and stakeholder involvement, supporting community climate champions and we aim to be a public platform for climate activism as a respected and trusted educational organisation promoting public dialogue and raising awareness.
A connected city: world class infrastructure and connectivity to drive growth	We deliver world-class exhibitions, education, arts and health, and community development through national and international partnerships.

Financial Consequences – Revenue and Capital

The proposals set out in this report will enable the delivery of the £40k efficiencies from the Exhibition Tax relief scheme that were approved by the Executive on 12th February 2020 as part of the Neighbourhood Directorate 2020/21 budget proposals.

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Background documents (available for public inspection): None

1. Introduction

- 1.1 Museums and Galleries Exhibition Tax Relief (MGETR) was introduced by the government on 1 April 2017 and is a tax relief for museum or gallery-related companies (which can include a charity or other entity that does not actually pay any corporation tax) who create and install new exhibitions. 16% of the eligible costs of creating and installing exhibitions (including staffing and premises costs) can be claimed back.
- 1.2 A qualifying company must either be a charity that maintains a museum or gallery or a wholly owned subsidiary of a charity or local authority that maintains a museum or gallery.

2. Proposal for the establishment of MAGEP Ltd

- 2.1 In order to claim MGETR the organisation must be liable for corporation tax. It is proposed that in order to benefit from the tax relief the City Council will set up a wholly owned subsidiary, who will be responsible for producing the exhibitions on behalf of the City Council and then claim the MGETR on all costs incurred.
- 2.2 Using a subsidiary company to claim creative sector tax reliefs is a common practice used throughout other similar reliefs including film, TV, video games and theatre. HMRC's Creative Sector unit have confirmed that they do not consider it to be tax avoidance to use such a subsidiary company solely or mainly to enable or increase a claim to Creative Sector tax reliefs.
- 2.3 MAGEP Ltd would be contracted by the City Council to produce exhibitions, and be paid for doing this. MAGEP Ltd could then utilise resources and staff of its parent in order to do this, for which it would pay the City Council. This should be supported by a formal agreement entered into by the parties, reflecting the services to be provided. This formal agreement would be a short-form contract detailing the specifics of each eligible exhibition.
- 2.4 It is proposed that MAGEP is based at Manchester Art Gallery, but is an arm's length trading company established by the Council using its powers under Section 95 of the Local Government Act 2003 and that it will be wholly-owned by Manchester City Council. As the only shareholder, the City Council will have oversight and control of the operation of the company and a Board of Directors (all council officers) will undertake day-to-day management and operation of the business of MAGEP LTD.
- 2.5 The company secretariat support would be provided by MPSL on a fee basis. MPSL would service the meetings (minutes, agenda and diary co-ordination) and ensure all necessary submissions are made to Companies House of accounts, confirmation statements, reports of any change to board membership etc.
- 2.6 As MAGEP will be a 100% City Council owned trading company which generates 80% of its turnover from arrangements with the City Council it will

be classified as a Teckal company and this will help simplify the procurement process between the City Council and the company.

- 2.7 As part of the arrangement contracts will be drawn up between the City Council and MAGEP, and these will include the following :
- commission MAGEP to produce exhibitions for the City Council;
 - provide for the City Council to charge MAGEP for the use of staff, assets and other resources ; and
 - layout the payment terms for this.
- 2.8 It is important that the contract clearly delegates responsibility for producing, running and closing the exhibitions to MAGEP in order that it meets the criteria for being the Production Company as outlined above.

3. Cost/Benefits

- 3.1 In 2020/21 it is forecast that there will be c.£320k of eligible exhibition costs and under the current scheme this would enable c.£51k of tax credit to be claimed. The amount able to be claimed will be variable each year and this is dependent on revenue expenditure, staffing changes and the approach to programming of exhibitions.
- 3.2 It is forecast that the costs of managing the company and processing the claim will be around £9k per annum, and this includes external audit fees and other costs of operating the new company, these will be netted off against the forecast tax credit to provide a net benefit of c£42k in line with the proposed efficiency savings included as part of the budget process.

4. Legal implications

- 4.1 The company will be established with standard constitutional documents (including Articles of Association) of a general trading company, suitably amended.
- 4.2 The contract between the City Council and MAGEP Ltd will detail scope and costs of each individual eligible exhibition, and this will include expenditure on goods, materials and services, the allocation of gallery staff and the changeover periods for which a premises fee will be charged. These are all eligible costs against which tax relief can be claimed.

5. Governance

- 5.1 A Board is to be established to oversee the operation of the business of MAGEP Ltd. The role of the Board is to manage the company's business, which will include executive decision and policy development. The City Council will appoint all company directors and this will be outlined within the Articles.

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