



## **Executive**

Date: Wednesday, 17 March 2021

Time: 2.00 pm

Venue: Virtual Meeting webcast at <https://vimeo.com/519490615>

**This is a combined agenda pack for information only**

**The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020**

Under the provisions of these regulations the location where a meeting is held can include reference to more than one place including electronic, digital or virtual locations such as Internet locations, web addresses or conference call telephone numbers.

To attend this meeting it can be watched live as a webcast. The recording of the webcast will also be available for viewing after the meeting has ended.

## **Membership of the Executive**

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### **Councillors**

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

## **Membership of the Consultative Panel**

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### **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 decisions taken at the meetings.

## Agenda

- 1. Appeals**  
To consider any appeals from the public against refusal to allow inspection of background documents and/or the inclusion of items in the confidential part of the agenda.
- 2. Interests**  
To allow Members an opportunity to [a] declare any personal, prejudicial or disclosable pecuniary interests they might have in any items which appear on this agenda; and [b] record any items from which they are precluded from voting as a result of Council Tax/Council rent arrears; [c] the existence and nature of party whipping arrangements in respect of any item to be considered at this meeting. Members with a personal interest should declare that at the start of the item under consideration. If Members also have a prejudicial or disclosable pecuniary interest they must withdraw from the meeting during the consideration of the item.
- 3. Minutes**  
To approve as a correct record the minutes of the meeting held on 17 February 2021. 5 - 42
- 4. COVID 19 Monthly Update Report** **All Wards**  
Report of the Chief Executive attached 43 - 88
- 5. Spring Budget Statement and MCC Revenue Budget Impact** **All Wards**  
Report of the Deputy Chief Executive and City Treasurer attached 89 - 110
- 6. Capital Programme Update Report** **All Wards**  
Report of the Deputy Chief Executive and City Treasurer attached 111 - 124
- 7. Manchester City Council Climate Change Action Plan 2020-25** **All Wards**  
Report of the Deputy Chief Executive and City Treasurer attached 125 - 176
- 8. Places for Everyone - A Proposed Joint Development Plan Document of Nine GM Districts** **All Wards**  
Report of the Director of Planning, Building Control and Licensing and Director of City Centre Growth and Infrastructure attached 177 - 184
- 9. City Centre Transport Strategy to 2040** **Ancoats and**  
Report of the Director of City Centre Growth and Infrastructure attached **Beswick;**  
**Ardwick;**  
**Cheetham;**  
**Deansgate;**  
**Hulme;**  
**Piccadilly**  
185 – 284



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| <b>10. North Manchester Health Campus Strategic Regeneration Framework consultation outcome</b><br>Report of the Strategic Director – Growth and Development attached                       | <b>Crumpsall</b><br>285 - 364                |
| <b>11. Wythenshawe Hospital Campus Strategic Regeneration Framework</b><br>Report of the Strategic Director – Growth and Development attached   | <b>Baguley</b><br>365 - 500                  |
| <b>12. Withington Village Framework Update</b><br>Report of the Strategic Director – Growth and Development attached  | <b>Old Moat;<br/>Withington</b><br>501 - 598 |
| <b>13. Ardwick Green - Neighbourhood Development Framework</b><br>Report of the Strategic Director – Growth and Development attached  | <b>Ardwick</b><br>599 - 708                  |
| <b>14. The Council Future Shape/Transformation programme</b><br>Report of the Deputy Chief Executive and City Treasurer attached  | <b>All Wards</b><br>709 - 722                |
| <b>15. Refresh of the Council's Social Value Policy and what Social Value has been derived during Covid-19 lockdown</b><br>Report of the Deputy Chief Executive and City Treasurer attached | <b>All Wards</b><br>723 - 752                |
| <b>16. Young Manchester Review</b><br>Report of the Strategic Director – Neighbourhoods attached  | <b>All Wards</b><br>753 - 764                |
| <b>17. The Manchester Civic Quarter Heat Network</b><br>Report of the Strategic Director – Growth and Development attached  | <b>Deansgate</b><br>765 - 788                |

## Information about the Executive

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The Executive is made up of nine Councillors: the Leader and Deputy Leader of the Council and seven Executive Members with responsibility for: Children Services & Schools; Finance & Human Resources; Adult Services; Skills, 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.

The Council wants 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. If you have a special interest in an item on the agenda and want to speak, tell the Committee Officer, who will pass on your request to the Chair. Groups of people will usually be asked to nominate a spokesperson. Speaking at a meeting will require a telephone or a video link to the virtual meeting.

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 and the means of external access to the virtual meeting are suspended.

Joanne Roney OBE  
Chief Executive  
Level 3, Town Hall Extension,  
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Manchester, M60 2LA

## Further Information

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For help, advice and information about this meeting please contact the Committee Officer:

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This agenda was issued on **Tuesday, 9 March 2021** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Lloyd Street Elevation), Manchester M60 2LA.

## Executive

### Minutes of the meeting held on Wednesday, 17 February 2021

**Present:** Councillor Leese (Chair)

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

**Also present as Members of the Standing Consultative Panel:**

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

**Apologies:** Councillor Ollerhead

**Also present:** Councillor Newman

**Exe/21/16 Minutes**

#### Decision

To approve as a correct record the minutes of the meeting on 20 January 2021.

#### Exe/21/17 COVID 19 Monthly Update Report

The written report from the Chief Executive and the Deputy Chief Executive and City Treasurer took the form of three “situation reports”, one each for the work on the city’s economic recovery, work with residents and communities, and work on the future of the Council itself.

At the meeting the Executive Member for Adult Services reported that Manchester's overall prevalence rate had now fallen to 190 cases per 100,000 people. The prevalence among the over-60s had also fallen to 170 cases per 100,000. The decreases in both were welcome news for the city. However, whilst the rate of new admission to hospitals was also decreasing it remained the case that the hospitals were very busy and still under a great deal of pressure. Everyone had to keep their guard up and keep the prevalence rate in decline.

The mass testing that had been started in Moss Side and neighbouring parts of Whalley Range, Hulme and Fallowfield was continuing. That had been undertaken in response to cases being detected of the E484K mutation of the Kent Variant of the virus. So far almost 3,000 tests had been provided to the 10,000 households within that affected area, with 80% of the households contacted. This mass testing had picked up 50 otherwise asymptomatic cases. A similar mass-testing exercise was to begin in parts of Moston and Harpurhey for the same reason.

The Executive Member also reported that more than 97,000 people in the city had received their first dose of a vaccine, with the target being the delivery of 214,000 vaccines by mid-April. All care home residents who wanted to be had been vaccinated. She explained that more work was to be done to enable all members of

the community to have the information they needed, and to feel confident that a vaccine was going to benefit them.

### **Exe/21/18 Revenue Budget Monitoring to the end of December 2020**

The Deputy Chief Executive and City Treasurer presented a review of the 2020/21 revenue budgets. The report provided an overview of the Council's financial position as at the end of December 2020 and the work to develop a balanced budget for 2020/21. The report continued to project a balanced budget outturn for 2020/21, reflecting what had been the situation reported in December 2020 (Minute Exe/20/134). The forecast budget shortfall from COVID-19 pressures was £58m this financial year, which was being mitigated through the Council's share of the sales, fees and charges emergency funding. The overall impact of the pandemic was forecast as being £164.4m of which £23.6m related to additional expenditure and £140.8m to loss of income. Of that total, £58m related to 2020/21 and the rest was to have a significant impact on the 2021/22 and future budgets, as the other business of the meeting was to show.

### **Additional COVID-19 related funding**

The report detailed the additional grants that had been announced or received from the Government since the previous report in December. These were

- Adult Social Care - £1.333m Workforce Capacity Fund to enable the council to supplement and strengthen adult social care staff capacity to ensure the delivery of safe and continuous care.
- Adult Social Care - £0.842m to support increased testing in care homes, with the bulk of this to be passed on to the care homes
- Neighbourhood Services – £0.882m for cultural recovery to Manchester Art Gallery being severely financially impacted by COVID-19.
- Neighbourhood Services - £0.621m Community Champions Fund to be used to work with community-based organisations to protect those most at risk from COVID-19.
- Corporate Core - £0.379m Self Isolation Support for the administration of the Test and Trace Support Payment Scheme, which awards £500 to some individuals who are told to self-isolate by the NHS Test and Trace or the COVID-19 App.
- Corporate Core Administering Business Rates Relief New Burden - £12k for the software and administration costs of implementing the extended retail relief scheme.
- Corporate Core Council Tax Hardship New Burdens - £58k for the software and administrative costs associated with implementing the Council Tax hardship fund, which deducts £150 from council tax support claimant's council tax liability.
- Corporate Core Local Authority Discretionary Grant Fund New Burdens - £101k for the administration of the Local Authority Discretionary Grant scheme, which has provided £5.4m of support to 957 businesses not registered for business rates bills.

The use of all those grants was supported.

The report also explained that the Government had announced that the Council was to receive an Additional Restrictions Grant (ARG) top-up of £4.911m. This was in

addition to the £11.698m already received, giving total ARG funding of £16.609m. The ARG could be used to facilitate a discretionary grant scheme to support those businesses that are closed but do not have a rateable value, or those who are severely impacted rather than closed and are not eligible for other forms of support. It was proposed and agreed that the support offered be expanded to include:

- £2.5m for strategically important cultural, entertainment or convention facilities in the city,
- £1.0m additional support to charities,
- £2.0m for strategically economically important businesses in the city,;
- £1.9m for childcare and day care providers,
- £460k for independent retailers with no business rates liability that have been mandated to close and can show fixed property related costs,
- £1.0m for taxi drivers, and
- £4.74m for businesses affected by a reduction in daytime or commuter trade, within the tourism and culture sector, in the airport supply chain, and self-employed company directors of small businesses without fixed property related costs.

### **Budgets to be allocated**

When setting the 2020/21 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 two further use of some of these budgets to be allocated. These were agreed:

- £15,000 for Education Short breaks, being a 10% uplift due to increase in National Living Wage and the implications of Pension auto enrolment on the befriending service which supports many children and young people who may be on the edge of care.
- £441,000 for inflationary increase on the waste and street cleaning contract, mainly relating to pay award increases.

### **Virements**

The report proposed four funding virements. All those were supported and agreed:

- £489,000 from City Centre Regeneration to Policy, Partnership and Resource for the reallocation of the High Street Recovery Grant
- £276,000 from Facilities Management to several directorates, being the reallocation of security cost increases
- £387,000 from Policy, Partnership and Resource to City Centre Regeneration being the transfer of staff from planning and policy to City Centre Regeneration
- £190,000 from Education Attendance (within Children's Services non pay to pay budget transfer). The Early Help Hub and Prosecutions activity within One Education had now ended, the services had been brought in-house and this transferred the non-pay budgets to the pay budgets.

### **Other Non-COVID Related Grants in Addition to that Already Planned**

The report explained that notifications had been received in relation to specific external grants. These allocations had not been confirmed at the time of the 2020/21 budget setting processes, so confirmation of them was now being sought. These two were both supported:

- £854,000 for MHCLG Rough Sleeping and alcohol treatment for Taskforce Priority areas which have the highest numbers of people sleeping rough who have been moved into emergency accommodation during the pandemic.
- £34,000 DEFRA port health transition fund to improve performance and capacity for the airport team to deal with additional work created by EU exit.

### **Decisions**

1. To note the global revenue monitoring report and a forecast outturn position of a breakeven position.
2. To approve additional COVID-19 grants to be reflected in the budget, with £1.333m workforce capacity fund and £0.842m to support increased testing in care homes applied to the Adult Social Care as set out above.
3. To approve application of Additional Restriction Grant support for businesses, as set out above.
4. To approve the use of budgets to be allocated, as set out above.
5. To approve budget virements as described above.
6. To approve the use of unbudgeted external grant funding (non COVID-19) as set out above.

### **Exe/21/19 Capital Budget Monitoring to the end of December 2020**

The Deputy Chief Executive and City Treasurer's report informed the Executive of the revised capital budget 2020/21 to 2023/24 taking account of agreed and proposed additions to the programme, profiling changes, and the latest estimates of forecast spend and resources for the 2020/21 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 2020/21 for the Manchester City Council capital programme was £372.1m compared to a current revised budget of £446.7m. Spend as of 31 December was £249.1m.

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 the virements of more than £500,000 to the Council for approval, and to approve those below £500,000.

The prudential indicators as at the end of December 2020 were appended to the report and were noted.

## Decisions

1. To recommend that the Council approve the virements over £0.5m within the capital programme as set out in Appendix 1 of these minutes.
2. To approve virements under £0.5m within the capital programme as outlined in appendix 1 of these minutes.
3. To note that approvals of movements and transfers to the capital programme, will result in a revised budget total of £372.0m to and a latest full year forecast of £372.1m. Expenditure to the end of December 2020 is £249.1m.
4. To note the prudential indicators as set out in Appendix B of the report.

## Exe/21/20 Budget Overview and Strategy for 2021/22

In January a report had been considered on the budget implications of the Provisional Local Government Finance Settlement 2021/22 (Minute Exe/21/5). That had given an early assessment of the Council's financial position in the next year. The Deputy Chief Executive and City Treasurer now presented a report on the Council's overall financial strategy for 2021/22 which brought together the various components of the proposed 2021/22 budget: the Revenue Budget, the Capital Strategy, and the Housing Revenue Account, showing how these would jointly continue to reflect the Our Manchester Strategy and Corporate Plan priorities.

The report explained that the Council's net revenue budget is funded from five main sources: business rates, Council Tax, government grants, dividends, and use of reserves. In recent years the on-going reductions in central government funding had increased the importance of growing and maintaining local income and local funding sources, which was now integral to the Council's financial planning. Between 2010/11 and 2021/22 the Council's spending power (as defined by government) had reduced by £129m (21%), the average council reduction in England for the same period was 7%. For 2021/22 the situation was especially difficult: as well as the need to continue to deal with and plan for the chronic withdrawal of government funding to the Council, the Council had to address the more acute financial impacts of the COVID-19 pandemic on the Council's finances in 2021/22. The funding announced by the government in the Local Government Finance Settlement had been for a single year only, so the proposals were for the Council to adopt a one-year budget. Previously the Council had normally budgeted using a three-year financial plan.

The report presented in more detail the main elements that had been part of the Local Government Finance Settlement, which had been outlined in the January report. The assumption on the Council Tax remained as had been reported in January: that the Council would apply a 1.99% Council Tax increase in general, and a further 3% increase to provide extra funding for Adult Social Care, so a 4.99% Council Tax increase overall. In January the expected impact of the settlement on the council's 2021/22 budget was estimated at £58.87m. Since then the collection Fund position had been finalised and the estimated receipt for the Local Tax income guarantee scheme updated. The total impact on budget was now estimated at £58.7m. The summary of the being:

<b>Table 1 – The 2021/22 Settlement Budget Impacts</b>	<b>2021/22 £'000</b>
<b>Spending Power Changes:</b>	
Revenue Support Grant inflation	320
Business Rates Adjustments	752
New Homes Bonus Scheme	4,104
Lower Tier Services Grant	1,236
<b>One off COVID-19 support:</b>	
COVID-19 Emergency funding - Tranche 5	22,229
<b>Collection Fund Announcements:</b>	
Local Council Tax Support grant	5,709
Local Tax Income guarantee scheme	10,288
Continuation of the 100% Business Rate Pilot	5,131
<b>Other Announcements:</b>	
Remove pay award assumption in 2021/22	6,403
Reduced contract cost of min wage	2,529
<b>Total Impact on council budget</b>	<b>58,701</b>

The report explained that in bringing forward the final proposals for the 2021/22 budget, that shortfall had been addressed through a prudent approach to investment income, the use of fortuitous or one-off grants and income received, and through the proposed cuts that had been identified and considered over the past few months. The overall proposed revenue budget was:

<b>Table 2 – Proposed Revenue Budget</b>	<b>2021/22 £'000</b>
<b>Resources Available</b>	
Business Rates Related Funding	155,537
Council Tax	176,857
Grants and other External Funding	120,243
Dividends	0
Use of Reserves	184,667
<b>Total Resources Available</b>	<b>637,304</b>
<b>Resources Required</b>	
<i>Corporate Costs:</i>	
Levies / Statutory Charge	66,580
Contingency	4,719
Capital Financing	39,507
Transfer to Reserves	1,557
<i>Sub Total Corporate Costs</i>	<i>112,363</i>
<i>Directorate Costs:</i>	
Additional Allowances and other pension costs	9,066
Insurance Costs	2,004
Inflationary Pressures and budgets to be allocated	3,230
Directorate Budgets	510,641
<i>Subtotal Directorate Costs</i>	<i>524,941</i>
<b>Total Resources Required</b>	<b>637,304</b>
<b>Shortfall / (surplus)</b>	<b>0</b>



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 set out in the report.

It was the opinion of the Chief Finance Officer that any significant budget risks to the General Fund and the Housing Revenue Account had been identified and that suitable proposals were in place to mitigate against these risks where possible. The Council's budget monitoring procedures were effective and designed to monitor high-level risks and volatile budgets. An assessment of anticipated business rates income had been carried out based on the information available and provision had been made for outstanding appeals. This was considered to be a prudent provision.

The Chief Finance Officer considered that the assumptions on which the budget has been proposed, whilst challenging, are manageable within the flexibility allowed by the General Fund balance. This, and the fact that the Council holds other reserves that could be called on if necessary, meant the Chief Finance Officer was confident that the overall budget position of the Council could be sustained within the overall level of resources available. However, to the degree that the budget savings were not achieved in a timely manner and reserves were called on to achieve a balanced position, further savings would need to be identified and implemented in order to ensure the Council's future financial stability was maintained.

### **Decision**

To note the report and the context it provided for the detailed budget reports also being considered at the meeting.

### **Exe/21/21 The 2021/22 Revenue Budget**

The previous item of business had set out the financial strategy and the approach that had been taken to develop the proposed budget for 2021/22. This joint report from the Chief Executive, and Deputy Chief Executive and City Treasurer set out the Revenue Budget proposal in more detail.

Prior to COVID-19 there had been a forecast of a £22m funding shortfall for the Council in for 2021/22. That had been forecast to rise to £80m by 2024/25. The intention had been to address those in the Medium-Term Financial Planning process. However, the significant financial impact from the COVID-19 pandemic now had to be added to those original forecasts, giving an underlying gross budget pressure of £166m for 2021/22.

Prior to the spending review mitigations and corporate measures of £57m had already been identified. In addition, it was proposed that £12m of airport dividends be re-profiled from 2020/21 to support the 2021/22 budget. This had resulted in pre-Spending Review budget gap of £97m. That was to be balanced through the additional funding announced in the Finance Settlement, other budget cuts and the proposed use of the 3% Adult Social Care precept. A breakdown of the budget cuts to be made was included in the report:

<b>Table 1 – savings proposals</b>	<b>2021/22 £'000</b>	<b>2022/23 £'000</b>	<b>2023/24 £'000</b>	<b>2024/25 £'000</b>	<b>Total £'000</b>	<b>Indicative FTE reduction</b>
Adults Services	11,597	3,326	3,477	0	18,400	0.0
Children Services	12,359	(152)	(1,309)	100	10,998	14.0
Homelessness	2,335	0	0	0	2,335	7.0
Neighbourhoods (Incl. Highways)	6,683	493	100	100	7,376	2.0
Growth and Development	2,024	591	604	(905)	2,314	22.4
Corporate Core	5,719	562	0	0	6,281	115.6
<b>Total Savings Options</b>	<b>40,717</b>	<b>4,820</b>	<b>2,872</b>	<b>(705)</b>	<b>47,704</b>	<b>161.0</b>

The budget being put forward had a total funding requirement of £637.304m, compared to the funding requirement in 2020/21 of £661.125m. The revised budget for 2020/21 now stood at a total of £859.289. The comparison of the budgets being

<b>Table 2 – Budget Comparisons</b>	<b>Original Budget 2020/21 £'000</b>	<b>Revised Budget 2020/21 £'000</b>	<b>Proposed 2021/22 £'000</b>
<b>Resources Available</b>			
Business Rates Related Funding	339,547	514,696	155,537
Council Tax	174,465	174,465	176,857
Grants and other External Funding	66,642	131,823	120,243
Dividends	15,810	900	0
Use of Reserves	69,661	37,405	184,667
<b>Total Resources Available</b>	<b>666,125</b>	<b>859,289</b>	<b>637,304</b>
<b>Resources Required</b>			
<i>Corporate Costs:</i>			
Levies / Statutory Charge	71,327	67,851	66,580
Contingency	860	300	4,719
Capital Financing	44,507	44,507	39,507
Transfer to Reserves	18,263	199,474	1,557
<i>Sub Total Corporate Costs</i>	<i>134,957</i>	<i>312,132</i>	<i>112,363</i>
<i>Directorate Costs:</i>			
Additional Allowances and other pension costs	9,580	9,066	9,066
Insurance Costs	2,004	2,004	2,004
Inflationary Pressures and budgets to be allocated	10,271	970	3,230
Directorate Budgets	509,313	535,117	510,641
<i>Subtotal Directorate Costs</i>	<i>531,168</i>	<i>547,157</i>	<i>524,941</i>
<b>Total Resources Required</b>	<b>666,125</b>	<b>859,289</b>	<b>637,304</b>
<b>Shortfall / (surplus)</b>	<b>0</b>	<b>0</b>	<b>0</b>

This budget was based on the assumption that the Council's element of Council Tax would increase by 1.99% along with a further 3% 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 4.7%.

The assumption for the council tax collection rate was 94.5%. This was reduced from 2020/21 as a result of the reduced collection being experienced due to the pandemic.

The details of the business rate calculations, forecasts and assumptions were set out in the report, as well as the financial changes arising from the business rate related grants and funding the government had provided to support businesses, and the reliefs provide to business badly affected by the measures to control the COVID-19 pandemic.

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

<b>Table 3 - Other Non-Ringfenced Grants and Contributions</b>	<b>2021/22 £'000</b>
Better Care Fund (Improved)	30,815
Children's and Adult's Social Care Grant	23,877
Lower Tier Services Grant	1,236
New Homes Bonus	8,330
Contribution from MHCC	4,000
GMCA Rebate	0
Education Services Grant	1,200
Housing Benefit Admin Subsidy	2,514
Fortuitous Income (one off)	0
R&B additional grants (New Burdens)	0
Council Tax Support Admin Subsidy	856
Care Act Grants	95
Business Rates Returned Levy	
COVID 19 Emergency funding	22,229
Local Council Tax Support grant	5,709
COVID grant for Sales, fees and charges losses	4,481
Loan Income from Airport	14,901
<b>Total Non Ring-fenced Grants</b>	<b>120,243</b>

Use of reserves to support the corporate revenue budget was £34.461m in 2020/21 and was proposed to be £187.141m in 2021/22. The report noted that the 2021/22 amount included £139.075m relating to Business Rates Section 31 grant for Extended Retail relief.

No new Airport Dividend from the Manchester Airport Group was being budgeted for in 2021/22. Likewise, no dividend income was being budgeted for Manchester Central, NCP Manchester Central, and Manchester Piccadilly. The report explained the plan to utilise the 2020/21 closing balance of the Airport Dividend Reserve over the next three years.

The report then went on to examine the use of resources and the proposed revenue expenditure by the Council in 2021/22. The forecast of levy payments the Council would have to make to other authorities in 2021/22 was:

<b>Table 4 – Levy Payments to other Bodies</b>	<b>Proposed 2021/22 £'000</b>
Transport Levy	37,525
GM Waste Disposal Authority	28,731
Environment Agency	230
Probation (Residual Debt)	7
Magistrates Court (Residual Debt)	9
Port Health Authority	78
Statutory Charge to GMCA	0
<b>Net Cost of Levies</b>	<b>66,580</b>

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.

A contingency provision of £4.719m was being proposed, including:

- £1.254m in relation to risks around the waste levy and collection;
- a £2.8m contingency until the pay negotiations for local government employees had been concluded; 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 £39.507m was to cover the costs of borrowing. In 2021/22 that was forecast to include:

- interest costs of £22.8m;
- interest receivable of £43.9m;
- Minimum Revenue Provision (MRP) of £31.1m, being the provision for the repayment of debt incurred to fund an asset, spread over the useful economic life of the asset;
- Debt Management Expenses of £3.5m; and
- contributions to the Capital Fund Reserve of £26.0m.

Specific transfers to reserves of £1.557m were being proposed in 202/22, and those were explained in the report.

Allowances of £9.066m 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 £3.23m, broken down into:

<b>Table 5 – Inflationary Pressures to be Allocated</b>	<b>2021/22 £'000</b>
Non-Pay Inflation	1,981
Pay Inflation	0
Pension Contribution	0
Apprenticeship Levy 0.5%	999
Further pressures including Domestic Violence Prevention	0
Digital City work	250
Electricity and gas savings	
Contribution to Cemeteries Reserve	0
<b>Total</b>	<b>3,230</b>

Not included in these figures was the allocation relating to the Health and Social Care pooled budget as they had been included within Adult Social Care cash-limit budget: £1.9m for the National Living Wage and £1.6m for non-pay inflation.

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 as part of the Council's risk management approach or where it is appropriate to meet corporate costs.
- 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
- 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
- Schools reserves – direct schools funding which the Council cannot utilise

The report set out the planned use of reserves in 2021/22 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 2021 was £11.573m. It was estimated that £10.174m would be added to these reserves during 2021/22 and £5.092m used to support the transport levy and £4.694m to fund eligible spend with the Neighbourhoods directorate. This would leave a balance of £11.961m at the year-end.

The total planned use of reserves was:

<b>Table 6 – Planned use of Reserves</b>	<b>2021/22 £'000</b>
<b>Reserves directly supporting the revenue budget:</b>	
COVID-19 Emergency Funding tranche 1	
Business Rates Reserve	155,633
Budget smoothing reserve	11,266
Bus Lane (supporting Transport Levy)	5,092
Capital Fund - Supporting the revenue budget	7,763
Airport Dividend Reserve	4,913
<b>Sub Total reserves directly supporting the revenue budget</b>	<b>184,667</b>
<b>Smoothing prior to mainstreaming in 2022/23</b>	
Anti Social Behaviour Team	540
Social care Reserve – to fund investment into Children’s Social Care	7,446
Adult Social Care - to fund investment into the Improvement Plan	6,150
Our Manchester Reserve	2,802
<b>Sub Total to be mainstreamed</b>	<b>16,938</b>
Bus Lane and Parking reserves	4,694
Other Statutory Reserves	308
<b>Balances Held for PFI's</b>	<b>349</b>
<b>Reserves held to smooth risk / assurance:</b>	
Transformation Reserve	333
Other Reserves held to smooth risk / assurance	6,717
<b>Reserves held to support capital schemes:</b>	
Capital Fund	13,137
Investment Reserve	1,819
Manchester International Festival Reserve	1,060
Eastlands Reserve	5,248
Enterprise zone reserve	1,061
Other reserves held to support capital schemes	0
<b>Reserves held to support growth and reform:</b>	
Clean City Reserve	0
Better Care Reserve	3,375
Town Hall Reserve	3,075
Other Reserves to support growth and reform	1,150
Direct grants for Grants COVID-19 responsibilities	12,588
<b>Grants and Contributions used to meet commitments over more than one year</b>	<b>1,958</b>
<b>Small Specific Reserves</b>	<b>671</b>
<b>School Reserves</b>	<b>0</b>
	<b>259,149</b>

The report set out the purpose of these and Appendix 3 of the report showed the annual movement and projected balances to April 2025. Earmarked reserves were forecast to reduce from £349m to £98m.

The proposals for the Directorates' cash limit budgets were detailed in the Directorate Budgets 2021/22 reports that were also being considered at the meeting (Minute Exe/21/22 to 21/27 below). The overall position was:

<b>Table 7 – Directorate Budgets</b>	<b>Gross Budget 2021/22 £'000</b>	<b>Net Budget 2021/22 £'000</b>
Children's	509,879	118,761
Health and Social Care Pooled Budget contribution for ASC	273,383	218,911
Adult Social Care - services out of scope of Pooled Budget	7,781	4,856
Homelessness	56,087	27,495
Corporate Core	323,773	65,501
Neighbourhoods	168,588	64,535
Growth and Development	58,508	10,582
<b>Total</b>	<b>1,397,999</b>	<b>510,641</b>

The report explained that the budget proposals would have a direct workforce impact. In order to support the delivery of the required budget there was a need to deliver savings of £5.442m from the workforce. This required an indicative FTE reduction of 161 positions, split between vacant and occupied posts. This was an indicative FTE reduction and the exact number and split between vacant and occupied posts was to be determined as the workforce savings proposals were implemented. The detailed proposals were set out within the individual Directorate Budget Reports elsewhere on the agenda for this meeting.

To support the achievement of the workforce savings an Efficiency Early Release Scheme (comprising Efficiency Severance and Early Retirement) had been approved by Personnel Committee in November 2020 (Minute PE/20/22). The scheme had now closed. The success of that scheme would be dependent on the numbers of staff accepting their severance offers and the ability of the organisation to facilitate workforce movement where required.

The summary of the workforce implications and staff reductions was:

<b>Table 8 – Workforce Implications</b>	<b>2020/21 Posts</b>	<b>2020/21 Saving Proposals Gross FTE Impact (Indicative)</b>					
		<b>Vacant Posts</b>		<b>Occupied Posts</b>		<b>Total</b>	
	<b>FTE</b>	<b>FTE</b>	<b>£'000</b>	<b>FTE</b>	<b>£'000</b>	<b>FTE</b>	<b>£'000</b>
MHCC Pooled Budget	1,529.11	0.0	0	0.0	0	0.0	0
Adult Social Care – Services out of scope of Pooled Budget	52.50	0.0	0	0.0	0	0.0	0
Homelessness	276.00	3.0	89	4.0	159	7.0	248
Children and Education Services	1,316.00	8.5	191	5.5	247	14.0	438
Corporate Core	1,733.25	53.8	1,978	61.8	2,015	115.6	3,993
Neighbourhoods (including Highways)	1,470.00	0.0	0	2.0	64	2.0	64

Growth and Development	650.40	22.4	699	0.0	0	22.4	699
<b>Total</b>	<b>7,027.26</b>	<b>87.7</b>	<b>2,957</b>	<b>73.3</b>	<b>2,485</b>	<b>161.0</b>	<b>5,442</b>

## Decisions

1. To note that the financial position has been based on the Final Local Government Finance Settlement announced on 4 February together with any further announcements at that date.
2. That the resources available to the Council 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 (including Covid-19 allocations).
3. To note the anticipated financial position for the Authority for the period of 2020/21 to 2021/22 which is based on all proposals being agreed.
4. Note that the Capital Strategy and Budget 2020/21 to 2024/25 have been presented alongside this report (Minute Exe/21/xxx below).
6. To note the Deputy Chief Executive and City Treasurer's review of the robustness of the estimates and the adequacy of the reserves. This is covered in the previous report (Minute Exe/21/xx above).
7. To recommend that the Council approve, as elements of the budget for 2021/22:
  - 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 3% Adult Social Care precept increase. If agreed, it is proposed to prioritise this resource to support care budget pressures and notably the impact of COVID-19 on care for residents both to support new and increased needs and complexity.
  - b. the contingency sum of £1.854m.
  - c. corporate budget requirements to cover levies/charges of £66.731m, capital financing costs of £39.507m, additional allowances and other pension costs of £9.066m and insurance costs of £2.004m.
  - d. the inflationary pressures and budgets to be allocated sum of £3.671m; 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 health and social care elements of these costs have already been included in the Pooled Budget. The use of these budgets will be agreed with the Manchester 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 £9.786m in 2021/22 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.
  - 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 etc.



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 and the Chief Executive of the MLCO.
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 approve the gross and net Directorate cash limits as set out in Table 7 above.
11. To approve the in-principal contribution to the Health and Social Care Pooled Budget, and subject to the future approval of a new S75 Agreement.
12. 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.
13. 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,
14. To approve, in principle, implementation of any new business rate reliefs in 2021/22 or changes as announced by Government in the Chancellor's Spring Budget on 3 March, which will increase the relief offering to businesses, noting that the business rates bills will not be issued until after the Spring Budget announcement and any changes have been actioned.
15. To recommend that the Council approve and adopt the budget for 2021/22.

### **Exe/21/22 Children and Education Services Budget 2021/22**

The report of the Strategic Director explained how the budget proposals for the Directorate had been developed and subjected to analysis by Scrutiny Committees over the previous months. Possible budget saving proposals had been put forward in November and refined and modified in response to the views of councillors and other stakeholders.

For 2021/22 the total of identified savings was £12.359m. There was confidence that those were deliverable. The savings were detailed in the report and listed in the appendix to the report. The options developed by officers had reflected the Directorate's budgetary approach:

- Options for cost avoidance and those associated with the delivery of services to children with high/complex needs through transforming services and increasing the range and choice of placements (sufficiency)
- Options to accelerate the pace and ambition of collaboration with partners
- Options which aim to remove duplication and develop a shared understanding of how services could deliver tasks effectively and efficiently. These include options

for service reductions which would enable the Directorate to deliver a balanced budget whilst enabling the Council to meet its statutory duties

- Options for income generation

Having applied the proposed savings, and other changes needed to deal with new demands within the directorate, the net budget for the Directorate was:

	<b>2020/21 Budget £'000</b>	<b>Approved savings £'000</b>	<b>Other Changes £'000</b>	<b>2021/22 Budget £'000</b>
Children's Safeguarding	110,073	-10,220	5,753	<b>105,606</b>
Education	17,466	-1,929	274	<b>15,811</b>
Core and Back Office	4,689	-210	0	<b>4,479</b>
<b>Total</b>	<b>132,228</b>	<b>- 12,359</b>	<b>6,027</b>	<b>125,896</b>

It was noted that the Directorate Budget report had also been considered at a recent meeting of the Children and Young People Scrutiny Committee where the committee expressed its concerns about the Council's financial position and the impact on the Directorate budget (Minute CYP/21/08).

### **Decision**

To approve the Directorate budget proposals as set out in the report.

### **Exe/21/23 Adult Social Care and Population Health Budget 2021/22**

A report by the Strategic Director explained that for 2021/22, the budget plan for Adult Social Care was to be essentially part of the Manchester Local Care Organisation (MLCO) Operational Plan. The MLCLO Operating Plan for 2021/22 was currently in development, with a final draft of the plan expected by the end of April 2021. The MLCLO Operating Plan for 2021/22 would comprise:

- an overarching organisation-wide Operating Plan for 2021/22;
- 13 INT service plans;
- service plans for the specialist community (health and social care) services provided to the residents of Manchester that would interact with, but may be delivered on a wider scale than in our neighbourhoods, such as specialist podiatry services or our citywide equipment services; and
- a financial strategy and budget plan for 2021/22.

The priorities within the plan were to be:

- A population health driven approach to service planning and delivery; supporting prevention programmes to improve the health of the people of Manchester
- Consolidating and strengthening our neighbourhood approach; supporting our 12 Integrated Neighbourhood Teams (INTs) to make an impact on their communities and continuing to integrate the operations of our community health and social care teams
- Continue to design and deliver safe, effective and efficient services to people in our communities

- Mobilising primary care leadership at the heart of the MLCO; formalising the governance between primary care and MLCO to ensure joint working with the new Primary Care Networks
- Playing a lead role in system resilience; helping people get the right care in the right place with a community first ethos
- Deliver the agreed phased approach to the increasing scope of the MLCO as an integrated health and care organisation; delivering public service reform in the place

The report examined the elements of the Council's own budgets that were within and outside of the pooled budget arrangements for the MLCO. The key changes and pressures that had been addressed in 2021/22 were set out, as were the savings proposals where such had been possible. The overall budget was therefore:

Service Area	2020/21 Net Budget £'000	Approved Net Savings £'000	Other Changes £'000	2021/22 Net Budget £'000
Localities	8,494	0	812	9,306
Reablement	5,361	1,421	0	6,782
Learning Disability	70,216	-5,006	1,090	66,300
Mental Health	27,111	0	0	27,111
Other Care	47,544	-2,512	9,182	54,214
Public Health	39,717	0	1,832	41,549
Commissioning	11,442	0	-5,688	5,755
Specialist and support services	3,686	-5,500	2,961	1,148
Demography, Inflation and National Living Wage	2,576		6,321	8,897
<b>Pooled Budget</b>	<b>216,147</b>	<b>-11,597</b>	<b>16,511</b>	<b>221,061</b>
Asylum	57	0	0	57
Voluntary & Community Sector	2,097	0	0	2,097
Safeguarding	2,702	0	0	2,702
<b>Other ASC</b>	<b>4,856</b>	<b>0</b>	<b>0</b>	<b>4,856</b>
<b>Total</b>	<b>221,003</b>	<b>-11,597</b>	<b>16,511</b>	<b>225,917</b>

It was noted that the budget report had also been considered at a recent meeting of the Health Scrutiny Committee and the committee had endorsed the proposals in the report (Minute HSC/21/09).

## Decision

To approve the Directorate budget proposals as set out in the report.

## Exe/21/24 Neighbourhoods Directorate Budget 2021/22

The report of the Strategic Director explained how the budget proposals for the Directorate had been developed and subjected to analysis by Scrutiny Committees

over the previous few months. Possible budget saving proposals had been put forward in November and refined and modified in response to the views of councillors and other stakeholders. The Neighbourhoods Directorate had identified savings of £7.376m which would require a staffing reduction of 2 FTE. Due to the lead in time involved in some of the changes that £7.376m would be phased over the period 2021/22- 2024/25, with an initial £6.683m being delivered in 2021/22. Each of the proposed savings was described in the report and a schedule of all the savings was appended to the report. Other changes and investments needed were also set out in the report. Taken together, the budget proposals were:

<b>Service Area</b>	<b>2020/21 Net Budget £'000</b>	<b>Approved Savings £'000</b>	<b>Investment and other changes £'000</b>	<b>2021/22 Net Budget £'000</b>
Compliance	8,581	(301)	357	8,637
Community Safety	2,322	0	0	2,322
Libraries, Galleries and Culture	9,316	0	51	9,367
Management and Directorate Support	1,120	0	0	1,120
Neighbourhood Teams	2,627	0	0	2,627
Other Neighbourhoods	455	0	0	455
Parks, Leisure, Youth and Events	7,563	(127)	1,718	9,154
Operations and Commissioning	18,730	(1,660)	903	17,973
Waste Disposal Levy	30,051	0	(1,320)	28,731
Highways Service	14,738	(4,595)	2,836	12,979
<b>Total</b>	<b>95,503</b>	<b>(6,683)</b>	<b>4,545</b>	<b>93,365</b>

One of the proposals in the budget report was to avoid £110,000 of future costs by withdrawing the operating subsidy to the Wythenshawe Indoor Market. It was proposed that the indoor market be closed, and that support be offered to the traders to access alternative sites in the outdoor market or elsewhere within the City. The meeting was addressed by Councillor Newman, a Woodhouse Park Ward councillor, who spoke against this proposed saving. Councillor Newman explained the importance of the indoor market as an iconic feature of the town's centre. Closure of the market at the end of March 2021 would be a blow to the morale of the members of the local community who, like many others in the city, have suffered many hardships and difficulties throughout the pandemic. He asked if the Executive would consider continuing the subsidy for a further six months to allow time for the local councillors and the council's staff to work with the traders and the Wythenshawe Town Centre managers to develop a plan to ensure the financial sustainability of the market.

In response to this the Deputy Chief Executive and City Treasurer explained that the Government had recently announced that the Council was to receive a further £50,000 of New Burdens funding that had not been anticipated, and the application of that money would release the funds from elsewhere to allow the market subsidy to continue for six months. The Executive was therefore happy to support Councillor Newman's request and to recommend the appropriate adjustment be made to the Neighbourhoods Directorate budget.

It was noted that the Directorate Budget had also been considered at a recent meeting of the Communities and Equalities Scrutiny Committee (Minute CESC/21/08), and also at a meeting of the Neighbourhoods and Environment Scrutiny Committee (Minute NESC/21/09). The views of each committee were noted.

### Decision

To approve the Directorate budget proposals as set out in the report, amended to include the addition of the funds to allow the Wythenshawe Indoor Market subsidy to continue until the end of September 2021.

### Exe/21/25 Homelessness Directorate Budget 2021/22

The report of the Director explained how the budget proposals for the Directorate had been developed and subjected to analysis by Scrutiny Committees over the previous few months. Possible budget saving proposals had been put forward in November and refined and modified in response to the views of councillors and other stakeholders. The Homelessness savings proposals would deliver £2.335m in 2021/22. Each of the proposed savings was described in the report and a schedule of all the savings was appended to the report. Other changes and investments needed were also set out in the report. Taken together, the budget proposals were:

Service Area	2020/21 Net Budget £'000	Approved savings £'000	Other changes £'000	2021/22 Net Budget £'000
Singles Accommodation	1,676	(1,400)	5,656	5,932
B&B's	3,974		0	3,974
Families Specialist Accommodation	299	(51)	0	248
Dispersed Temporary Accommodation	3,586	0	1,937	5,523
Homelessness Management	757	(197)	0	560
Homelessness Assessment & Caseworkers	2,629	0	173	2,802
Homelessness PRS & Move on	792	0	0	792
Rough Sleeper Outreach	397	0	0	397
Tenancy Compliance	201	0	0	201
Commissioned Services	1,210	(687)	6,543	7,066
<b>Total</b>	<b>15,521</b>	<b>(2,335)</b>	<b>14,309</b>	<b>27,495</b>

It was noted that the Directorate Budget report had also been considered at a recent meeting of the Neighbourhoods and Environment Scrutiny Committee and the committee had endorsed the budget proposals (Minute NESC/21/10).

### Decision

To approve the Directorate budget proposals as set out in the report.

### Exe/21/26 Growth and Development Directorate Budget 2021/22

The report of the Strategic Director explained how the budget proposals for the Directorate had been developed over the previous few months, and subjected to analysis by Scrutiny Committees. Possible budget saving proposals had been put forward in November and refined and modified in response to the views of councillors and other stakeholders. The Directorate had identified proposed budget reductions of £2.314m. Those would involve a staffing reduction of 22 FTE. Due to lead in time around required investments and timing on the ability to exit some contracts and leases, the £2.314m would be phased over the period 2021/22- 2024/25, with an initial £2.024m being delivered in 2021/22. Each of the proposed savings was described in the report and a schedule of all the savings was appended to the report. Other changes and investments needed were also set out in the report. Taken together, the budget proposals were:

Service Area	2020/21 Net Budget £'000	Approved savings £'000	Investment and other changes £'000	2021/22 Net Budget £'000
City Centre Regen	1,234	0	2,000	<b>3,234</b>
Strategic Development	164	0	0	<b>164</b>
Facilities Management	9,687	(270)	0	<b>9,417</b>
Housing and Residential Growth	1,445	(190)	(100)	<b>1,155</b>
Operational Property	8,145	(646)	(1,000)	<b>6,499</b>
Planning, Building Control and Licensing	(588)	(393)	751	<b>(230)</b>
Investment Estate	(11,904)	(375)	2,999	<b>(9,280)</b>
Work and Skills and MAES	1,773	(150)	0	<b>1,623</b>
<b>Total</b>	<b>9,956</b>	<b>(2,024)</b>	<b>4,650</b>	<b>12,582</b>

At the meeting it was explained that the proposed saving of £393,000 from Planning and Building Control was linked to a review and restructuring of that service. That review was underway and so the actual extent of the savings that could be achieved would depend on that outcome of that work. The budget being proposed in the report might therefore need to be amended during the year to take account of this.

It was noted that the Directorate Budget report had also been considered at a recent meeting of the Economy Scrutiny Committee and the committee had endorsed the proposals in the report (Minute ESC/02/11).

### Decision

To approve the Directorate budget proposals as set out in the report.

### Exe/21/27 Corporate Core Budget 2021/22

The report of the Strategic Director explained how the budget proposals for the Directorate had been developed over the previous few months, and subjected to analysis by Scrutiny Committees. Possible budget saving proposals had been put

forward in November and refined and modified in response to the views of councillors and other stakeholders. The Core Directorate had identified proposed budget reductions of £6.281m which would involve a staffing reduction of 115.1 FTE. As part of advance preparation for the proposed budget reductions, and the need to reduce staff numbers, services had not been recruiting unless the post was considered to be essential. There were currently 54 vacancies identified as being able to contribute towards the overall staff reduction. The report described each of the proposed savings and staffing reductions in detail. It also set out the other changes that had been made as part of developing the overall budget plan for the next year. Taken together the proposed budget was:

<b>Subjective Heading</b>	<b>2020/2021 Budget £'000</b>	<b>2021/2022 Budget £'000</b>
<b>Expenditure:</b>		
Employees	76,149	72,037
Running Expenses	237,185	241,517
Capital Financing Costs	-	-
Contribution to reserves	10,501	10,219
Total Subjective Expenditure	323,835	323,773
Less:		
Other Internal sales	(15,601)	(15,601)
Gross Expenditure	(15,601)	(15,601)
<b>Income:</b>		
Government Grants	(184,309)	(184,322)
Contributions from Reserves	(3,619)	(9,229)
Other Grants Reimbursements and contributions	(5,036)	(5,041)
Customer and Client Receipts	(32,189)	(30,985)
Other Income	(11,797)	(11,797)
<b>Total Net Budget</b>	<b>71,284</b>	<b>66,798</b>

At the meeting it was announced that a further saving was going to be sought through reductions in the allowances and expenses paid to some councillors. The desire was to suspend the expenses payments to the Deputy Lord Mayors for a period of three years, and also to suspend for three years the Special Responsibility Allowances (SRA) for two Executive Members, two Assistant Executive members, and the Deputy Chair of the Planning and Highways Committee. It was also desired that the SRA payments that applied to roles within the Opposition Group on the Council should be reduced from three to one. If those changes were made then there would be further savings to be applied to the Corporate Core budget on top of those already being proposed in the report.

It was noted that the Directorate Budget report had also been considered at a recent meeting of the Resources and Governance Scrutiny Committee and the committee had endorsed the proposals in the report (Minute RGSC/21/11).

## Decision

To approve the Directorate budget proposals as set out in the report, and to recommend that the Council considers how to secure additional savings from councillors' expenses and allowances.

### Exe/21/28 School Budget 2021/22

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 2021/22 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 £602.626m The overall increase in grant compared to 2020/21 was £42.477m. The most significant elements of that increase were:

- £10.611m increase in the school block
- £9.184m uplift in the high needs block
- £19.498m for the transfer of the Teacher's Pay Grant and Teacher's Pension Grants into the DSG

The breakdown of the DSG in 2021/22, compared to 2020/21 would be:

	Schools £m	Central School Services Block £m	High Needs £m	Early Years £m	Total £m
Retained School	2.392	3.661	30.188	1.262	<b>37.503</b>
Individual School	423.552	0	58.939	40.155	<b>522.646</b>
<b>DSG 2020/21</b>	<b>425.944</b>	<b>3.661</b>	<b>89.127</b>	<b>41.417</b>	<b>560.149</b>
Retained School	1.100	3.902	33.884	1.569	<b>40.455</b>
Individual School	455.100	0	66.699	40.372	<b>562.171</b>
<b>DSG 2021/22</b>	<b>456.200</b>	<b>3.902</b>	<b>100.583</b>	<b>41.941</b>	<b>602.626</b>

It was noted that the Schools Budget report had also been considered at a recent meeting of the Children and Young People Scrutiny Committee where the committee expressed its concerns about the Council's financial position and the impact on the education budgets (Minute CYP/21/09).

## Decision

To approve the schools' budget proposals as set out in the report.



**Exe/21/29 Housing Revenue Account 2021/22 to 2023/24**

Councillor Midgely declared a personal interest in this item of business, knowing an employee of Northwards Housing.

A joint report by the Strategic Director (Growth and Development) and Deputy Chief Executive and City Treasurer presented the proposed budget for the Housing Revenue Account (HRA) for 2021/22 and indicative budgets for 2022/23 and 2023/24.

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

- the Council had to formulate proposals on 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 around 15,500 properties within the HRA. The arrangements included PFI schemes and the stock managed by either Northwards Housing or other Registered Social Landlords. During 2020/21 the Council was anticipating selling around 80 properties under the Right to Buy scheme.

Included in the report was the forecast for the HRA in 2020/21 to have an in-year surplus of £5.148m, compared to the original balanced budget set in 2020 (Minute Exe/20/18). The main reasons for that variation were explained in the report. They were mainly due to underspending on the revenue contributions to capital outlay (RCCO).

In 2020/21 the Government had allowed local authorities to increase rents by a maximum of the Consumer Prices Index (CPI) plus 1%. That provision was to continue up to 2024/25. The CPI at September 2020 had been 0.5% so the report proposed that tenants' rents for all properties should increase by 1.5% in April 2021.

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 10% with effect from April 2021. 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 vary the current heating charges by between +5% and -20%. 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 2021/22. More than half the properties involved would see their gas heating charge decrease, with the average being around a 5% reduction.

Given that a change in the control of the housing stock currently being managed by Northwards Housing was being considered (Minute Exe/21/15) it was felt that the Management Fee for Northwards should continue at the level agreed 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 2021/22 garage rents be increased by 1.5%, which would see an increase in the rental of between 3p and 7p per week. The charges being:

<b>Table 1 – Garage Rents</b>	<b>Weekly Charge 2020/21</b>	<b>Weekly Charge 2021/22</b>	<b>Weekly Increase</b>
<b>Site Only</b>	£1.90	£1.93	£0.03
<b>Prefabricated</b>	£4.22	£4.28	£0.06
<b>Brick Built</b>	£4.96	£5.03	£0.07

The report also explained the other key changes in the HRA budget for 2021/22, and the full budget was presented as set out below.

<b>Table 2 – the HRA Budget</b>	<b>2020/21 (Forecast) £000</b>	<b>2021/22 £000</b>	<b>2022/23 £000</b>	<b>2023/24 £000</b>
<b>Income</b>				
Housing Rents	(61,027)	(61,617)	(62,813)	(64,034)
Heating Income	(623)	(533)	(543)	(554)
PFI Credit	(23,374)	(23,374)	(23,374)	(23,374)
Other Income	(984)	(1,132)	(1,107)	(1,083)
Funding (from)/to General HRA Reserve	5,148	(16,494)	(15,448)	4,952
<b>Total Income</b>	<b>(80,860)</b>	<b>(103,150)</b>	<b>(103,285)</b>	<b>(84,093)</b>
<b>Expenditure</b>				
R&M & Management Fee	21,097	25,415	24,170	23,368
PFI Contractor Payments	34,084	32,476	33,054	32,303
Communal Heating	607	532	542	553
Supervision and Management	5,391	5,254	5,319	5,356
Contribution to Bad Debts	547	930	1,264	1,611
Depreciation	17,378	18,435	18,602	18,790
Other Expenditure	1,393	1,105	931	949
RCCO	(2,416)	16,241	16,673	(1,539)
Interest Payable and similar charges	2,779	2,762	2,730	2,702
<b>Total Expenditure</b>	<b>80,860</b>	<b>103,150</b>	<b>103,285</b>	<b>84,093</b>
<b>Total Reserves:</b>				
Opening Balance	(111,871)	(117,019)	(100,525)	(85,077)
Funding (from)/to Revenue	(5,148)	16,494	15,448	(4,952)
<b>Closing Balance</b>	<b>(117,019)</b>	<b>(100,525)</b>	<b>(85,077)</b>	<b>(90,029)</b>

It was noted that an earlier version of the HRA budget report had also been considered at a meeting of the Resources and Governance Scrutiny Committee in

January where the committee had noted the proposals in the report (Minute RGSC/21/05).

### **Decisions**

1. To note the forecast 2020/21 HRA outturn as set out in the report.
2. To approve the 2021/22 HRA budget as set out above and note the indicative budgets for 2022/23 and 2023/24.
3. To approve the proposed 1.5% increase to dwelling rents, and to delegate authority to set individual property rents to the Director of Housing and Residential Growth and the Deputy Chief Executive and City Treasurer, in consultation with the Executive Member for Housing and Regeneration and the Executive Member for Finance and Human Resources.
4. To approve the proposal that where the 2021/22 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 2021/22 changes for communal heating charges as detailed in the report.
6. To approve the proposals for 2021/for the 22 Northwards management fee as set out in the report.
7. To approve the proposed increase in garage rental charges as set out above.

### **Exe/21/30 Capital Strategy and Budget 2020/21 to 2024/25**

Councillor Midgely declared a personal interest in this item of business, knowing an employee of Northwards Housing.

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 2024/25 comprised the continuation of the existing programme. For continuing schemes, the position was based on that set out in the report on Capital Programme Monitoring 2020/21, also being considered at this meeting (Minute Exe/21/19 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 £479.6m in 2021/22, £331.8m in 2022/23, £135.1 in 2023/24 and £36.3m in 2024/25. A summary of the programme was:

Table 1 – Summary Programme	2020/21 budget £m	2021/22 budget £m	2022/23 budget £m	2023/24 budget £m	2024/25 budget £m	Total £m	Total 21/22-24/25 £m
Highways	53.0	63.6	2.7	2.2	0.0	121.5	68.5
Neighbourhoods	10.4	30.0	29.9	13.4	0.0	83.7	73.3
Growth	87.6	152.1	80.9	33.1	0.0	353.7	266.1
Town Hall Refurbishment	34.6	63.6	88.2	57.5	36.2	280.1	245.5
Housing – General Fund	13.9	18.8	11.2	12.7	0.1	56.7	42.8
Housing – HRA	16.1	40.2	45.5	3.2	0.0	105.0	88.9
Children’s Services (Schools)	37.2	39.0	44.9	0.0	0.0	121.1	83.9
ICT	3.8	8.8	12.9	7.7	0.0	33.2	29.4
Adults, Children’s and Corporate Services	115.6	63.5	15.6	5.3	0.0	200.0	84.4
<b>Total Programme</b>	<b>372.2</b>	<b>479.6</b>	<b>331.8</b>	<b>135.1</b>	<b>36.3</b>	<b>1,355.0</b>	<b>982.8</b>

The proposed funding for the programme in 2021/22 was:

Table 2 – Funding in 2021/22	Housing Programmes		Other Programmes	Total
	HRA	Non-HRA		
	£m	£m	£m	£m
Borrowing	0.0	0.7	257.8	258.5
Capital Receipts	1.6	3.3	25.1	30.0
Contributions	0.0	0.4	36.4	36.8
Grant	1.8	10.4	97.4	109.6
Revenue Contribution to Capital Outlay	36.8	0.0	7.9	44.7
<b>Total</b>	<b>40.2</b>	<b>14.8</b>	<b>424.6</b>	<b>479.6</b>

The revenue budget proposals set out in the report on the Revenue Budget 2021/22 included provision to finance this level of borrowing (Minute Exe/21/21 above).

The report explained that a number of schemes which had been developed and were ready for inclusion in the capital programme. Support was given for five capital budget changes. Taken together these schemes would increase the capital Programme by £0.186m in 2020/21 and by £32.495m in 2021/22, funded by external contributions and government grant. Approval was given to:

- Highways: City Centre (Triangle) Active Travel Fund Scheme – a capital budget increase of £4.0m in 2021/22.
- Highways: Wythenshawe Active Travel Fund Scheme - a capital budget increase of £1.5m in 2021/22.
- Growth: Public Sector Decarbonisation Scheme - a capital budget increase of £0.041m in 2020/21 and £22.943m in 2021/22.
- Private Sector Housing: Social Housing Decarbonisation Fund - a capital budget increase of £0.075m in 2020/21 and £3.045m in 2021/22.
- Additional Disabled Facilities Grant (DFG) - a capital budget increase of £1.007m in 2021/22.

## Decisions

The Executive is requested to:

1. To approve and recommend the report to Council.
2. To approve under delegated powers the five capital budget changes set out above.
2. To note the capital strategy.
3. To note that the profile of spend is provisional, and a further update will be provided in the outturn report for 2020/21.
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 2020/21 to 2024/25 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/21/31 Treasury Management Strategy Statement 2021/22, including Borrowing Limits and Annual Investment Strategy**

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 2021/22 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 recommend 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 these changes to Council.

### **Exe/21/32 Our Manchester Strategy - Forward to 2025**

The "Our Manchester" Strategy had been approved and adopted by the Council in January 2016 (Minute CC/16/10). In May 2020 the Executive had agreed for a reset of the Our Manchester Strategy 2016 - 2025 to be undertaken as part of the Council's COVID-19 recovery planning (Minute Exe/20/59). A report now submitted by the Chief Executive put forward the outcome of the reset work, with the intention being that the Council be asked to adopt the revised and updated version of this in March 2021.

The reset work had been undertaken through the analysis of quantitative data and engagement activity with residents, businesses, organisations and partners. The majority of engagement activity had run from 3 August 2020 - 25 September 2020. Approximately 3,800 people had been directly engaged with and had their views captured during this activity. This compared favourably to the original Manchester Strategy engagement in 2015 when approximately 2,000 people had been directly engaged. The detailed findings from that work had been reported in detail to the Resources and Governance Scrutiny Committee in November 2020 (minute RGSC/20/49).

The report explained that the reset of the Strategy had been overseen by the Our Manchester Forum, a partnership board of stakeholders from across the city who oversaw the creation of the original Strategy in 2015 and its subsequent implementation. The draft reset Strategy incorporated their feedback on the engagement analysis, emerging priorities and the document's structure. This included retaining the original Strategy's five themes (Thriving and Sustainable; Highly Skilled; Progressive and Equitable; Liveable and Low Carbon; and Connected) and streamlining the new priorities under these themes. The Our Manchester Forum had asked for the reset to be linked back to the original Strategy with the use of 'We Wills' to frame the priorities. Whilst advocating that the reset Strategy should continue to set the city's vision and priorities to 2025, the Forum had also requested that the document should reflect the need for an immediate response to COVID-19.

In response to feedback from partners that the original Strategy had been too long with too many priorities, the reset Strategy had been drafted to be a concise document. A copy was appended to the report. That was endorsed for submission to the Council for approval and adoption.

## Decision

To recommend that Council consider Our Manchester Strategy – Forward to 2025 with a view to adopting it as part of the Council’s formal policy framework.

### **Exe/21/33 Greater Manchester Clean Air Plan - Update on Public Consultation**

A joint report from the Deputy Chief Executive and the City Solicitor set out the progress that had been made on the development and implementation of the Greater Manchester Clean Air Plan. The report set out the outcome of the public consultation on the proposals. It explained the links within the Clean Air Plan to taxi and private hire common minimum licensing standards.

In September 2020 the Executive had agreed that the Council, along with the other nine GM local Authorities, should hold an 8-week public consultation on the GM Clean Air Plan. The Greater Manchester Minimum Licensing Standards consultation had been run in parallel to ensure that those impacted by the proposals could have a complete view of the proposed changes to vehicles and the financial support available. The report explained how the two consultations had been undertaken and the variety of research methods that had been employed.

Across all of Greater Manchester (GM) a total of 4765 responses were received: 3954 via online questionnaire; 767 via email; 43 paper questionnaires; and one telephone response. For the Minimum Licensing Standards consultation a total of 1682 responses were received: 1552 via online questionnaire; 46 via email; and 84 paper questionnaires. A full analysis of the consultation responses for Greater Manchester was to be published later in the year.

The report then set out in detail all the elements of work that were being taken forward at the GM level for the Clean Air Plan. It was explained that much of the future decision making on the development of plan now needed to be done at the GM level rather than by all the individual councils. To enable that, two new Joint Committees were being proposed to which each GM authority would appoint to the membership of the committee. These were:

**The Clean Air Charging Authorities Committee** to be a joint committee created by the ten Greater Manchester local authorities. The membership of the committee was to be ten, one from each council. This committee would enable decisions to be taken that are required to be taken jointly by the Constituent Authorities’ as charging authorities in relation to the Greater Manchester Clean Air Zone.

**The Air Quality Administration Committee** to be a joint committee created by the ten Greater Manchester local authorities. The membership of the committee was to be eleven, one from each council and one from the GMCA. This committee would enable the joint discharge of the GMCA’s and Constituent Authorities’ other functions under sections 82 to 84 of the Environment Act 1995 (Air Quality) and in relation to the Greater Manchester Clean Air Plan.

These Joint Committees would therefore have powers delegated to them that would otherwise have been held within each of the individual councils. These proposals were all supported.

## Decisions

1. To note the progress of the Greater Manchester Clean Air Plan and that the next steps for the development of the Clean Air Plan and Minimum Licensing Standards, as set out in the report.
2. To agree to the establishment of joint committees and to delegate to those committees the Authority's functions as set out above and as detailed in Appendix 6 of the report.
3. To appoint the Executive Member for Environment, Planning and Transport to sit on both committees.
4. To appoint the Assistant Executive Member for Environment, Planning and Transport as substitute for the Executive Members for both committees.
5. To agree to enter into a collaboration agreement with the other 9 GM local authorities and GMCA/TfGM to clarify amongst other matters the rights, responsibilities and obligations of the authorities in relation to those contracts set out in Appendix 2 of the report that are required to maintain delivery momentum in line with JAQU funding agreements.
6. To delegate authority to the Chief Executive, in consultation with the Executive Member for Environment, Planning and Transport, to agree the final form of the collaboration agreement.
7. To delegate authority to the Chief Executive, in consultation with the Executive Member for Environment, Planning and Transport, to award the contracts set out in Appendix 2 (subject to government funding) that are required to implement a charging Clean Air Zone in Spring 2022 to ensure the achievement of Nitrogen Dioxide compliance in the shortest possible time and by 2024 at the latest as required by the Ministerial Direction.
8. To note the distribution of Bus Retrofit funding commenced in December 2020.
9. To note that Government ministers have agreed to consider extending Greater Manchester's Clean Air Zone charges to the sections of the A628/A57 which form part of the Strategic Road Network, within the proposed Clean Air Zone boundary, subject to the outcomes of an assessment, which is expected to be completed by early 2021.
10. To note that the GM Clean Air Plan is required to take action tackle nitrogen dioxide exceedances until compliance with the legal limits has been demonstrated and that the nearer term influence of COVID-19 on air quality is not expected to lead to sufficiently long term reductions in pollution such that the exceedances of the legal limits of nitrogen dioxide will not occur without implementing a Clean Air Zone.
11. To note that the final GM Clean Air Plan will be brought forward for decision as soon as is reasonably practicable and no later than summer 2021.
12. To note that the outputs of the Minimum Licensing Standards will be reported alongside the GM Clean Air Plan as soon as is reasonably practicable and no later than summer 2021.



**Exe/21/34 Northern Gateway: Progress Update & Delivery Arrangements for Collyhurst Phase 1**

Councillor Richards declared a personal interest in this as a Director of the Joint Venture Company in the Northern Gateway.

In March 2017 the Executive 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, 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).

In February 2020 consideration was given to an outline Strategic Business Plan for the Joint Venture, and authority was delegated to the Chief Executive to approve the full initial Development Area Business Plan (Minute Exe/20/29).

In July 2020 the Executive had approved the Council entering into a Grant Determination Agreement with Homes England for the receipt of up to £51.6m Housing Infrastructure Fund grant to deliver major infrastructure in the Northern Gateway area (Minute Exe/20/84).

This report from the Strategic Director (Growth & Development) provided details of proposals to deliver the first phase of housing development within the Collyhurst neighbourhood. It also providing an update on progress being made in the wider initiative in relation to the Housing Infrastructure Fund grant.

The Collyhurst first phase was to see 274 new residential properties. For the 244 new homes in Collyhurst Village (Harpurhey ward), 100 were to be new council homes with the remaining 144 properties being developed for open market sale. The other 30 were to be new council homes developed in South Collyhurst (Miles Platting & Newton Heath ward) on a site agreed with the local councillors. The scheme would

also deliver the first phase of the new Collyhurst Village Park. To achieve all this it was going to be necessary to demolish 29 residential units (22 Council and 7 Private or Right to Buy) and 1 commercial unit. It would therefore be important that the scheme ensured the timely delivery of re-provision homes to allow residents to relocate, in a single move, from affected properties to a new property within the development. It also had to provide alternative retail premises to enable the current operator to continue trading.

Current estimates indicated that an overall budget for the Council's share of the Phase 1 costs would be around £31.2m. This budget would cover the costs of new build properties; associated public realm; the relocation of existing tenants; the acquisition and relocation costs of existing owner occupiers and commercial premises (£29.8m); and the construction of phase 1 of a new community park (£1.4m). There was £23.41m of previously approved resources still available for expenditure on this scheme. It was also proposed to vire £1.4m of the existing capital budget allocation for the Northern Gateway to contribute to the first phase of the new Community Park. That would provide a total available budget to the project of £24.81m, and a further £6.39m was required. It was intended for this to be met through a bid to Homes England for Shared Ownership and Affordable Housing Programme (SOAHP) Funding, which was anticipated to attract funding in the region of £6-6.5m. However, for the scheme to progress, and in recognition that the grant bid will take time to be completed, it was proposed that the remaining funding for the scheme is underwritten by HRA capital resources. Officers were also reviewing whether retained Right to Buy receipts could be used as part of the financing towards this project. There was, therefore, a risk that should the grant bid be unsuccessful, the HRA would have a reduced capacity for other investment priorities.

The report explained the consultation that had been undertaken with residents and the wider local community to help develop the proposals for these proposed schemes. The initial consultation plans had had to be revised to take account of the worsening pandemic during 2020. Nevertheless, the work that had been possible had ensured that feedback from the local community had been captured throughout the design development process. That had then been used to influence the decisions about the scheme proposals.

## Decisions

1. To note the detail of proposals set out for Phase 1 of development in Collyhurst which would provide up to 274 new homes, including up to 130 new Council homes which will be managed through the Housing Revenue Account.
2. To delegate authority to the Strategic Director, Growth and Development, the Deputy Chief Executive and City Treasurer and the City Solicitor to finalise the terms for the delivery of this proposal through the Joint Venture partnership that has been established with Far East Consortium.
3. To delegate authority to the City Solicitor to enter into and complete all necessary documents to give effect to (2) above, the delivery of this proposal through the Joint Venture partnership.

4. To recommend to Council an increase in the capital budget for Collyhurst of £6.39m, funded from Housing Revenue Account reserves, noting that grant funding will be sought to refinance.
5. To authorise the Strategic Director, Growth and Development to explore the potential for the use Homes England's Shared Ownership Affordable Housing Programme and submit a bid for funding once the eligibility of the scheme against the criteria of the grant programme has been fully assessed and determined.
6. To approve the virement of £1.4m from the Northern Gateway budget for the construction of the first phase of the park.
7. To note that two separate planning applications relating to the delivery of proposals in Collyhurst Village and Collyhurst South will be submitted for determination.
8. To note that land assembly activity will be required to ensure that the proposals set out in this report can be delivered in full.
9. To authorise the Head of Development to negotiate terms for the acquisition by agreement, where possible, of any interests in land required to facilitate to deliver the regeneration programme.
10. To note that if the City Council is unable to secure the acquisition of land interests required for the delivery of the overall regeneration programme, a future report will be brought to Executive to seek authority to make a Compulsory Purchase Order.
11. To delegate authority to the Director of Housing Growth & Residential Growth, in consultation with the Executive Member for Housing and Regeneration, to establish a local lettings policy relating to tenants who have the Right to Return to the Collyhurst neighbourhood; tenants affected by demolitions; and the letting of tenancies within the proposed age restricted block, noting that such a policy will be in line with commitments made in previous Executive decisions and will ensure that the new Housing Revenue Account stock being provided fully meets the housing needs of the city.

### **Exe/21/35 City Centre Transport Strategy - Outcome of Consultation**

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). In February 2020 the outcomes of that exercise had been reported (Minute Exe/20/25) and the Executive had approved a wider consultation exercise. The report now submitted set out the outcomes of that further consultation.

The consultation had started on 23 September 2020 and run for 6 weeks until 4 November 2020. Overall there had been 2,426 responses to the on-line survey, although not all respondents had answered all the questions. In addition to the responses to the on-line survey, there had been 24 emails received with detailed feedback on the draft strategy. Five of those responses were from individuals and the remainder were submitted by organisations or groups.

The responses showed high levels of support for the various proposals within the draft strategy, as indicated by the breakdown of responses to the on-line survey:

<b>Proposal</b>	<b>Supportive</b>	<b>Not Supportive</b>
Our buses	65.2%	20.4%
Our Metrolink	73.7%	11.8%
Our Rail	68.8%	12.2%
Our Streets - Walking	77.5%	10.1%
Our Streets - Cycling	66.4%	15.7%
Our Streets - Accessibility	81.1%	7.2%
Our Streets – Managing Traffic	62%	22.7%
Our Integrated Network	74.4%	6.6%

These figures did not always add up to 100% as not all respondents gave a view on all questions.

The report also set out an analysis of the free-text responses that consultees had included in their replies, broken down by the main themes of the consultation.

Appended to the report was a full schedule of responses to each the areas of concerns raised through the consultation. Included on that were the proposed changes and amendments to the draft City Centre Transport Strategy in response to the issues arising from the consultation.

The intention was to now bring forward a final version of the Strategy for approval and adoption in March 2021.

## **Decisions**

1. To note the outcome of the consultation.
2. To note the responses to the concerns and challenges raised in the consultation attached at Appendix 2 of the report, and to endorse the proposed changes to the draft Strategy as a result of the consultation.
3. To agree that a further report is brought to the next meeting to present the final version of the Strategy.

## **Exe/21/36 Delegation of Executive Functions to the Executive and Council Officers**

A report was submitted seeking approval for the delegation of various executive functions to officers of the Council; those functions being recorded at Part 3, Section A of the Council's February 2021 Constitution. The report also sought approval for the delegation to officers of the Council's various executive functions set out in Part

3, Section F of the Council's February 2021 Constitution. This was necessary as the Council had recently approved an updated version of the Constitution.

The report explained the legal powers available to the Leader and to the Executive to arrange for the exercise of and delegation of executive functions within the Council. The proposed delegations were supported.

### **Decisions**

1. To note the decision of the Leader of the Council to exercise his power under Section 9E(2) of the Local Government Act 2000 (as amended) to delegate the discharge of all of the Council's executive functions to the Executive.
2. To note and endorses the decision of the Leader of the Council to delegate to officers the discharge of all of the Council's executive functions recorded at Part 3, Sections A and F of the Council's February 2021 Constitution as set out in the version of those sections presented to Council at its meeting on 3 February 2021.
3. In relation to the Scheme of Delegation to Officers set out in Part 3, Section F of the Council's February 2021 Constitution, to note that such delegations of executive functions include those functions that are designated as "Executive Functions" and those functions that are designated as "General Functions" insofar as these are executive functions.

### **Exe/21/37 LTE Group - Estates Strategy Delivery Update**

A report submitted by the Strategic Director (Growth & Development) provided an update on the delivery of the LTE Estate Strategy. This outlined the Manchester College Group's plans to improve and develop leading-edge facilities for post-16 education and skills training to serve Manchester and the wider Greater Manchester Area. The report summarised all the property related schemes the Group was undertaking and included an update on the redevelopment of the former Boddingtons Brewery site into the City Centre Campus.

It was noted that the report had also been considered at a recent meeting of the Economy Scrutiny Committee and the committee had noted it (Minute ESC/02/14).

### **Decision**

To note the report.

## Exe/21/38 Appendix to the Minutes

## Appendix 1 – Capital Project Budget Virements (for Minute Exe/21/19)

Project Name	2020/21 In year virement proposed	2021/22 In year virement proposed	2022/23 In year virement proposed	2023/24 In year virement proposed
Large Patching repairs	164			
Patching Defect repairs	36			
Carriageway Resurfacing	23			
Highways Maintenance Challenge Fund	-200			
Didsbury West	-23			
<b>Total Highways Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Moston Miners Low Rise externals		-13		
Newton Heath Limerston Drive externals		-6		
External cyclical works Ancoats Smithfields estate		15		
External cyclical works New Moston		-8		
Electricity North West distribution network		8		
Charlestown Pevensey and Rushcroft Courts door entry systems renewal	-49			
Delivery Costs	-122			5
One offs such as rewires, boilers, doors, insulation		-31		
Boiler replacement programme	6			
Harpurhey - Monsall Multis Internal Works		-8		
Higher Blackley - Liverton Court Internal Works		-62		
Bradford/Clifford Lamb/Kingsbridge/Sandyhill Court Internal Works	33	52		
Charlestown - Rushcroft/Pevensey Court Internal Works			31	
Collyhurst - Mossbrook/Roach/Vauxhall/Humphries Court Internal Works		111		
Charlestown - Rushcroft/Pevensey Courts Lift Refurb				12
Fire Risk Assessments				1
Harpurhey Baths Estate (excl Edward Grant Court) and Cheetham Appleford Estate			1	
Newton Heath Troydale and	-52	-32		

<b>Project Name</b>	<b>2020/21 In year virement proposed</b>	<b>2021/22 In year virement proposed</b>	<b>2022/23 In year virement proposed</b>	<b>2023/24 In year virement proposed</b>
Croyden Drive Low Rise Estates				
Retirement blocks various works				115
Retirement blocks lift replacement apprentice and edward grant courts		-114		
Delivery Costs	-325	-7		
Improvements to Homeless accommodation city wide		-12		
Improvements to Homeless Accommodation Phase 2			12	
Delivery Costs	-17			
Adaptations		-52		
Various Locations - Adaptations			52	
Delivery Costs	-2	-4		
Northwards Housing Programme - Unallocated	528	163	-96	-133
<b>Total Public Sector Housing (HRA) Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Plymouth Grove Refurbishment	-85			
Piper Hill Special School	15			
SEND Expansions - Melland and Ashgate	3			
Basic need - unallocated funds	67			
Lily Lane Prim Windows		50		
St. Augustine's	-2			
Mauldeth Road Rewire	-94			
Button Lane Primary Fire Alarm	-25			
Charlestown Comm Fire Alarm/Lighting	-38			
Northenden Primary Pipework and Radiators	-23			
Crowcroft Park roof repairs	-79			
Abbott Kitchen ventilation	-60			
Manley Park Primary roof repairs	-50			
Schools Capital Maintenance - unallocated	371	-50		
<b>Total Children's Services Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Internet Resilience	-3			
ICT Investment Plan	3			
<b>Total ICT Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Capital Programme</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

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**Manchester City Council  
Report for Information**

**Report to:** Executive – 17 March 2021

**Subject:** Covid19 Monthly Update Report

**Report of:** The Chief Executive

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**Summary**

This report provides the Executive with the monthly updates on the following three Covid19 Sit Reps:-

- (a) Residents and Communities Situation Report
- (b) Economic Recovery Situation Report
- (c) Future Council Situation Report

**Recommendations**

The Executive is asked to note the updates.

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**Wards Affected - All**

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>This unprecedented national and international crisis impacts on all areas of our city.</p> <p>The 'Our Manchester' approach has underpinned the planning and delivery of our response, working in partnership and identifying innovative ways to continue to deliver services and to establish new services as quickly as possible to support the most vulnerable in our city.</p>
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, 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
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**Financial Consequences – Revenue**

Not Applicable

**Financial Consequences – Capital**

Not Applicable

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**Contact Officers:**

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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.

None

## (a) Residents and Communities Situation Report

### 1.0 Residents at Risk

#### 1.1 Shielded Residents and the Food Response

- Food Response Team supporting approximately 240 households (490 residents) per week. 38% of those households have one person who is Clinically Extremely Vulnerable. Financial hardship and self-isolation are the main reasons for referrals.
- 14,355 additional residents were added to shielding patient list from Government and received a letter advising them to shield. A local support offer letter followed. All new and already shielding residents are being asked to shield until 31st March 2021.
- Messaging is being developed through Covid Health Equity group to support residents who are shielding.

#### 1.2 Domestic Violence and Abuse:

- Week commencing 1/3/21 -Records for domestic incidents have decreased slightly, the combined total (210) is the second lowest since early November 2020. Incidents with children present also show a slight decrease (75) than in recent weeks.
- The city's three MARACs all show marked increases in numbers when comparing q1-3 of 2020-21 with the same period in 2019-20. The IDVA service referral numbers remain higher than in 2019-20. Solutions are being sought with GMP colleagues including funding options for resources that will help to relieve pressure on the services.
- Numbers of older people requesting support through the IRIS scheme has decreased. Age Friendly Manchester Board will be working with IRIS colleagues to increase uptake.
- Refuge referral volumes remain broadly typical. The Priority Move-On Project will continue until 31st March. So far, 90 victims and 50 children have moved on to date.
- Six applications received from Domestic Violence and Abuse providers for Covid Impact monies (£50k).
- DV bill expected to be published April 2021

#### 1.3 Poverty and Welfare Provision

- Test and Trace Support Payment scheme - applications have fallen in the last fortnight; weekly demand is unpredictable.
- The Discretionary element of the scheme is monitored and has been amended to ensure that the fund is fully utilized.
- Welfare Provision Scheme (WPS) - At 14 February:
  - Carers (Covid-19) - Of 679 applications for WPS support, 539 applications (81%) have been approved to a value of £86,588.
  - Covid-19 Support (general) - Of 3,268 applications for WPS support, 1,057 applications (32%) have been approved to a value of £67,935.

## 1.4 Homelessness

- Presentation into the Housing Solutions Service remain high.
- Additional funding secured (MHCLG) will benefit people sleeping rough that are accommodated through Cold Weather Provision; 87 people are currently accommodated in emergency Cold Weather Provision.
- The Protect Project continues to expand.
- Support provided to Operation Eagle.
- GMCA and partners plan to open a 9 bed Covid care accommodation scheme (short term) in Manchester (end of February), for homeless people who have tested positive for Covid and are hospital discharge ready.
- Anticipate late Spring opening for new families hostel.
- 88 people vaccinated during trial offering homeless people with complex support needs the vaccine. The vaccination programme for homeless people in accommodation schemes and day centres begins 22/2/21.
- Covid Winter Hardship Fund (£50K) targeted at projects supporting recovery of people hardest hit by the pandemic. Invites extended to advice services.

## 2.0 Mitigating the Impacts of Covid 19 on Communities and Adults

- Teams around the Neighbourhood (TAN) support response continues including for Operation Eagle sites.
- Updates on vaccine take up within our BAME communities will inform the TAN approach to engagement and targeted community messages.

## 3.0 Digital Inclusion

- Increased referrals to Telephone Digital Skills Support Service and Device Scheme.
- Developing activity from £133K investment with MHCC and Community Champion programme partners.
- Scoping a 1-year, low cost, unlimited data offer per user.
- Over 120 digital volunteers identified to support the census. Strengthening links between digital and health through MHCC investment.
- Monitoring refurbished device scheme to ensure quality and right residents are targeted.
- Library sites provided internet to over 3000 users in the third lockdown, alongside access to Citizens Advice through telephone and video access.
- £10k externally funded project started to purchase devices for digitally excluded people aimed at reducing social isolation.
- Manchester Libraries leading GM Libraries Arts Council bid to enable libraries to become digital hubs.

## 4.0 Mitigating the Impacts of Covid 19 on children and young people

### 4.1 Schools and Education

- 543 payments made to 748 children through hardship grant. FSM vouchers for half term distributed.
- Attendance continues to increase – 17.45% across City.
- Planning in place for wider return of schools and long-term education recovery.

#### 4.2 Children's Services and Early Help:

- Covid Relief Fund providing additional one-off financial support (fuel expenses, and equipment to support home learning). To date, £100,755 spent in relation to 1,505 children. Actions in place to resolve issues regarding families with No Recourse to Public Funds and who do not have a bank account.
- Demand across Early Help Hubs has remained high, high volume of requests for parenting support. All hubs are supported by the Youth Teams.
- High volume demand for advice and guidance at Children's Centre's, one to one support, food packages and accessing ante natal support.
- Domestic abuse notifications into the Children's Advice and Guidance Service remain high.

#### 4.3 Youth

- Following the Government announcement (4/1/2021) all open access centre based provision ceased. Targetted provision in place.
- All relevant hub leads, providers, youth and play workers have been kept up to date with Operation Eagle. Youth team are working alongside Public Health to secure weekly testing and vaccinations.
- Department for Education announced Holiday Activities and Food Programme Funding (£3.4m) for Manchester. Work progressing on the Manchester proposal to start at Easter break.

#### 5.0 VCSE

- OMVCS and Development Fund monitoring: The latest monitoring reports have been reviewed.
- Macc: volunteering - Over 2500 people have signed up to volunteer at vaccination sites.
- The Macc Covid19 microsite continues to grow. Councillors/Partners are encouraged to promote awareness of the site.  
<https://manchestercommunitycentral.org/coronavirus-advice-and-resources>

Covid Impact Fund (Mental Health & Wellbeing) - Over £1.3m worth of applications (102 applications received) made to the first round of the fund; 21 organizations to the value of £200k are being offered funding. A key fact sheet went out to Elected Members on the 19th of Feb. A final bidding round is available up to the start of March 2021.

VCSE vaccinations – nearly 200 organisations have signed up to the Macc vaccinations page. Positive feedback received from VCSE leaders.

## 6.0 Equalities

- Work is ongoing to assess the equality impact implications of COVID 19 on the Council's budget and savings proposals. Budget impacts of the pandemic have been estimated indicating the rising levels of savings needed from 2021/22; continuing losses are anticipated over, approximately, a five-year period.
- A plan to address the inequalities experienced due to Covid amongst the city's BAME and Disabled people's population has been developed. This work is being led by the Covid Health Equity Manchester group – a partnership approach to driving this agenda forward. The plan addresses issues such as lower vaccine coverage amongst certain communities. Working with local voluntary sector organisations is a key part of this, including the development of a small grants programme to support activity in this area.

## (b) Economic Recovery Situation Report

As at 04/03/21 – For the Executive meeting on 17/03/21  
Updated fortnightly. Latest updates shown in yellow.

Issue/theme/ activity area	Impact/ challenges experienced	Key planning and response activity being undertaken
<b>General Overview</b>	<p><b>Budget Summary (03/03/21):</b></p> <p><b>Protecting jobs &amp; livelihoods</b></p> <ul style="list-style-type: none"> <li>• Extension of the furlough scheme to September 2021, with employers to contribute 10% in July and 20% in August and September.</li> <li>• Extension of Self Employment Income Support scheme to September 2021, with 600,000 more people able to claim for the first time.</li> <li>• Extension to the temporary cut in Stamp Duty Land Tax until September &amp; new mortgage guarantee scheme.</li> <li>• £5 billion for new Restart Grants – one off cash grant of up to £6k for non-essential retail and up to £18,000 for hospitality, accommodation, leisure, personal care and gym businesses.</li> <li>• New UK-wide Recovery Loan Scheme for loans between £25,001 and £10 million.</li> <li>• Extension of the Film &amp; TV Production Restart scheme in the UK and additional £300 million to support theatres, museums</li> </ul>	<p><b>Powering Recovery: Manchester’s Recovery and Investment Plan’</b> launched in Nov. Four investment priorities around: innovation; city centre and urban realm; residential retrofit programme; and North Manchester regeneration. Seeking govt funding for over 50 projects of £798.8 m. The plan can be accessed <a href="#">here</a>.</p> <p><b>Spending Review Follow up:</b> Work being undertaken jointly by City Centre Growth &amp; Infrastructure and City Policy to gather intelligence and “map” potential sources of investment from the Spending Review to the projects within the Recovery &amp; Investment Plan. Funding details announced in the Budget will be included. A timeline of when funding announcements and submissions are expected is being developed as part of this work.</p> <p><b>United City</b> business-led campaign launched 22/11 and supported by MCC.</p> <p><b>Business Sounding Board</b> and <b>Real Estate subgroup</b> continue to meet regularly to share intel across sectors and to help support MCC lobbying.</p> <p>Weekly MCC <b>newsletter</b> issued to over 9,000 businesses with updates.</p>

	<p>and other cultural organisations in England through the Culture Recovery Fund.</p> <ul style="list-style-type: none"> <li>• £90 million funding to support government-sponsored national museums in England.</li> <li>• £300 million for major spectator sports, supporting clubs and governing bodies in England.</li> <li>• Six-month extension of the £20 per week Universal Credit uplift. One-off payment of £500 to eligible Working Tax Credit claimants.</li> <li>• Minimum wage to increase to £8.91 an hour from April.</li> <li>• Extension to the VAT cut to 5% for hospitality, accommodation and attractions until the end of September, followed by a 12.5% rate for a further six months until 31 March 2022.</li> <li>• 750,000 eligible businesses in the retail, hospitality and leisure sectors in England will benefit from business rates relief.</li> <li>• Extension of the apprenticeship hiring incentive in England to September 2021 and an increase of payment to £3,000.</li> <li>• Additional £126 million for 40,000 more traineeships in England, funding high quality work placements and training for 16-24 year olds in 2021/22 academic year.</li> <li>• Lifetime skills guarantee.</li> </ul>	<p>MCC survey live to ascertain how we can improve methods of communications with businesses and residents and encourage use of online services. Link to survey here <a href="https://surveys.manchester.gov.uk/s/OnlineServicesForBusinesses">https://surveys.manchester.gov.uk/s/OnlineServicesForBusinesses</a></p> <p><b>Cultural Hardship Fund for Freelancers</b> Closed on the morning of 2 March (see culture section below for more information)</p> <p>The <b>Expanded Additional Restrictions Grant (EARG)</b> - We have expanded the discretionary Additional Restrictions Grant to help businesses whose trade has been significantly affected by the absence of workers, commuters and tourists in the city due to the lockdown restrictions.</p> <p>Following Council approval, the following additional schemes are now being taken forward:</p> <ul style="list-style-type: none"> <li>• Childcare and day care settings</li> <li>• Support to hackney carriage and private hire trade</li> </ul> <p>A further 3 schemes due to go live</p> <ul style="list-style-type: none"> <li>• Strategically important businesses to the city</li> <li>• Strategically important cultural, entertainment or convention facilities in the city.</li> <li>• Additional support to charities</li> </ul> <p>More detail on the ARG schemes given in the Employment &amp; Skills section.</p> <p><b>National Roadmap – Re-opening Planning</b></p>
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	<p><b>Strengthening the public finances</b></p> <ul style="list-style-type: none"> <li>Maintaining the income tax Personal Allowance and higher rate threshold from April 2022 until April 2026.</li> <li>Corporation tax on company profits to rise from 19% to 25% in April 2023. Rate to be kept at 19% for about 1.5 million smaller companies</li> <li>Cap on amount of SME payable R&amp;D tax credit that a business can receive in any one year at £20,000.</li> </ul> <p><b>An investment-led recovery</b></p> <ul style="list-style-type: none"> <li>From April 2021, cut in companies' tax bill by 25p for every pound invested in new equipment.</li> <li>£375 million UK-wide 'Future Fund: Breakthrough' will invest in highly innovative companies e.g. in life sciences, quantum computing, or clean tech, aiming to raise at least £20m.</li> <li>A new Help to Grow scheme to offer up to 130,000 companies across the UK a digital and management boost.</li> <li>Publication of the government's 'Build Back Better: our plan for growth'.</li> <li>New UK Infrastructure Bank to be set up in Leeds to invest in green public and private projects.</li> <li>£150 million Community Ownership Fund</li> </ul>	<p>Multi-agency planning is going ahead to prepare for 12th April to support retail and hospitality.</p> <ul style="list-style-type: none"> <li>GMP, ShowSec Covid marshals and retail security co-ordination on roles.</li> <li>Licensing Compliance and Environmental Health officers visiting premises to support safe re-opening.</li> <li>Comms planning to provide positive welcome back and linking with Marketing Manchester and other campaigns.</li> <li>Graffiti clean up campaign and removal of eg abandoned cycles.</li> <li>Working with venues to provide outside space where possible.</li> <li>Briefings and webinars to provide information and support to hospitality venues.</li> <li>Planning with Highways and Public Realm to ensure any works are not detrimental to re opening.</li> <li>Co-ordinated GMP/MCC strategy to deal with predicted increase in street begging.</li> </ul> <p><b>Welcome Back Campaign:</b> Planning work is underway to develop the next stage of the Welcome Back campaign, first used in June 2020 to mark the opening of retail and hospitality venues. The strategy will be guided by the steps outlined in the government recovery roadmap.</p> <p>The strategy will consider other campaign activity being developed by Marketing Manchester, CityCo, the Business Sounding Board and the United City initiative.</p> <p>Welcome Back version 2 will again look to provide a reassuring voice to those returning to the city centre, whilst highlighting key public health</p>
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	<p>will allow communities across the UK to invest to protect assets such as pubs, theatres, shops, or local sports clubs.</p> <ul style="list-style-type: none"> <li>• Publication of the prospectus for the £4.8 billion UK-wide Levelling Up Fund, providing guidance for the first round of funding starting in 21-22.</li> </ul> <p><b>OBR March 2021 Economic and Fiscal Outlook (03/03/21):</b></p> <ul style="list-style-type: none"> <li>• According to Bank of England data, the level of consumer spending during the second lockdown in November was just 14 % below pre-pandemic levels compared to 44 % during the first lockdown in April.</li> <li>• Businesses have also adapted to lockdown conditions, meaning that only 11% of businesses had to close entirely during the November lockdown compared with 24% back in April.</li> <li>• Brexit: There remains significant uncertainty about two aspects of our future trading relationship with the EU: – 1. what will happen when the UK begins implementing full customs checks on EU imports this summer, and 2. the nature of our relationship on financial and other services.</li> <li>• Near-term economic outlook: At the end of last year, output was only 8 percent below pre-pandemic levels compared to the 11 percent shortfall assumed in November’s forecast.</li> </ul>	<p>advice.</p> <p>The campaign will also highlight the steps businesses are taking to make operations covid secure, reassuring customers and to highlight to other businesses how they can operate in a compliant way.</p>
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- However, the third lockdown in January is expected to reduce output by 3.8 per cent in the first quarter of this year.
- Medium term outlook: Output predicted to return to its pre-pandemic level in the middle of next year, around six months earlier than predicted in November
- Longer term outlook: Predicted that the level of output will be reduced by 3% compared to where it would have been without the pandemic. This assessment will be revisited in the OBR's next forecast.
- Unemployment: unemployment to peak at 6.5% (or 2.2 million people) rather than the 7.5 % previously forecast
- Government Borrowing - Borrowing expected to reach a post-war high this financial year (£355bn), with £60bn borrowing next year.
- Measures in budget cut £32 billion from the deficit in 2025-26.
- Rescue: Cost of the pandemic - extension of the covid rescue package raises the total direct cost of the pandemic to the public purse to £344 bn.
- Tax burden - highest tax-to-GDP ratio in half a century.

**National Roadmap to Recovery (22/2):**

The Government outlined its plans for taking the country out of lockdown. There will be no tier

system and England will be treated as a whole. There are four key steps, with five weeks between each.

Step one:

From 8 March:

- Schools and colleges open for all students

From 29 March:

- People can meet outside (inc. Private gardens) in groups of no more than six, or two households
- The stay at home order will be relaxed, but people should try not to travel and should work from home if they can

Step 2 – no earlier than 12 April

- Self-catering will open for single household groups or individuals
- Non-essential retail opens
- Libraries and community centres open
- Pubs and restaurants can commence outdoor only service
- Zoos, theme parks and drive-in cinemas open
- Wakes, weddings and receptions can take place for up to 15 people

Step 3 – no earlier than 17 May

- Indoor entertainment (inc. cinemas and

	<p>theatres) can open, along with pubs and restaurants for indoor service.</p> <ul style="list-style-type: none"><li>• International travel can resume</li><li>• Hotels, guesthouses and B&amp;Bs can open</li><li>• An increased limit of 30 people together for outdoor gatherings</li></ul> <p>Step 4 – no earlier than 21 June</p> <ul style="list-style-type: none"><li>• All limits on social contact will be lifted</li><li>• Nightclubs and remaining premises can reopen</li><li>• Large events, weddings and performances can go ahead</li></ul> <p>The four stages are subject to tests applied at each step: the success of the vaccination programme; proof of the vaccine reducing hospitalisations and deaths; the NHS is not under significant pressure; the risks posed by new variants is not significant.</p> <p><b>OBI Manchester City Centre Market Report Feb 2020</b></p> <ul style="list-style-type: none"><li>• Commercial investment value of £304m in 2020.</li><li>• Record headline rent of £37.50psf in 2020, which has already been eclipsed in 2021 with £38.50 psf (at Landmark), showing rents remain resilient.</li><li>• Average headline rent in 2020 was £26psf, a</li></ul>	
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	<p>13.5% increase on 2019.</p> <ul style="list-style-type: none"><li>• 1001- 2500 sqft was the most active size band of all transactions.</li><li>• Technology, Media and Telecom sector had the greatest size of transactions at 39% of all total floor space, whilst financial and professional services continued to form the greatest number of transactions at 26%.</li><li>• Activity levels are fuelled by demand for both core (i.e. fully let) and value-add (i.e. where investors can add value through e.g. through refurbishment or leasing void space) office opportunities.</li><li>• Reactivating ground floor spaces will be important post pandemic.</li><li>• Manchester recognised as the UK's Top Digital City and a fast growing £5bn digital ecosystem.</li><li>• Manchester has a core strength in innovation and advanced manufacturing.</li><li>• Outlook suggests that there may be a more flexible blended model to lease arrangements.</li><li>• Health and Wellbeing becoming increasingly important and will see an even greater emphasis in 2021.</li></ul> <p><b>GM NTE Office:</b> a new service has been established to help night time economy businesses navigate the next few months until they can reopen. <a href="#">The Night Time Economy Office</a> is intended to aid and advise on all issues relating to running a NTE business and can signpost employers and</p>	
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	<p>employees to other support.</p> <p>Marketing Manchester are working with Natwest on a second series of a <b>North of England Tourism Business Barometer</b>, running Feb-July 2021 (previous studies were run July-Oct 20). It will be published every 4 weeks. The first wave's key points from the GM businesses surveyed (most of which are located within Manchester) include:</p> <ul style="list-style-type: none"> <li>• 29% respondents said they expect to return to pre-Covid levels at sometime in 2023, with 27% sometime after 2023. 44% anticipated it to be sometime in 2022</li> <li>• 29% of businesses were running with a shortfall of £25,001-£50,000 and £75,001-£100,000.</li> <li>• 64% said they would have to issue redundancy notices.</li> <li>• In order to mitigate against business failure, 60% wanted to VAT reduction to continue, 60% wanted a continuation of the CJRS, 40% wanted continuation of business rates relief, 20% wanted further business grants, a reopening plan and positive messaging about when tourism can safely reopen.</li> </ul> <p><b>Core Cities - Impact of the First Wave of COVID-19 Report (Feb 21):</b> Concludes that a large part of the economic damage appears to be temporary, and the pent-up demand after the end of restrictions will help recreate many jobs in city centres. For this reason, it would be a mistake to assume cities will enter a period of long-term contraction. The Core Cities and national government will need to work</p>	
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	<p>together to help ensure that their city centres recover. Key priorities include:</p> <ul style="list-style-type: none"> <li>• Encouraging public transport usage once it is safe.</li> <li>• Tackling air pollution.</li> <li>• Focusing on commercial property.</li> <li>• Improving local skills.</li> </ul> <p><b>Centre for Cities: Levelling up the UK's economies report (02/03/21)</b></p> <p><u>Recommendations from the report include:</u></p> <ul style="list-style-type: none"> <li>• Giving Mayors of Combined Authorities (MCAs) responsibility for spatial planning and transport</li> <li>• Allowing MCAs to be in charge of local skills plans so that further education courses are aligned to business needs</li> <li>• BEIS to be the lead department for the levelling up agenda</li> <li>• More resources for R&amp;D</li> </ul>	
<p><b>BSB: Real Estate Focus Group</b></p>	<p><b>Meeting on 2.3.21</b></p> <ul style="list-style-type: none"> <li>• Hospitality businesses are trying to plan for a safe but fun opening from 12 April (when hospitality can open for outdoor only).</li> <li>• The public realm will be most impacted at this point as people use it for queuing and spending time outside venues.</li> </ul>	



	<ul style="list-style-type: none"> <li>Public transport still a barrier for reopening;. Concerns around the ability of the train network to accommodate the increase in passengers when people start coming back to the city centre.</li> </ul>	
GM Tier Group	<p><b>Meeting on 25.02.21:</b></p> <ul style="list-style-type: none"> <li>Reps welcomed the PM's plan, noting that it provided a clear strategy to move back to 'normality'. However, there were some specific questions which remained unanswered.</li> <li>The expectation is for the extension of business support including furlough.</li> <li>Hotel operators working towards unrestricted reopening from May 17<sup>th</sup>. Bookings made since announcement generally leisure (weekend) bookings, leaving concerns about business tourism.</li> <li>Concern about the viability of delivering events and conferences with restricted capacity. Conference booking enquiries have increased following announcement.</li> <li>Concern about the later opening dates for hospitality venues. A Sunday Times article which stated that chain brands would lead the hospitality sector's recovery is not the local experience, with new bars and restaurants set to open in Manchester mainly being independents.</li> </ul>	<ul style="list-style-type: none"> <li>Culture sector is producing a combined plan of activity which will set out individual venues' plans in one place.</li> </ul>

<b>Footfall</b>	<p><b>Footfall trends- City Centre</b> (Springboard / CityCo)</p> <table border="1" data-bbox="389 320 862 679"> <thead> <tr> <th colspan="3">Week 7 – Sun 21 Feb to Sat 27 Feb</th> </tr> <tr> <th></th> <th>Week on week %</th> <th>Year on year %</th> </tr> </thead> <tbody> <tr> <td>St Ann's Sq</td> <td>+14%</td> <td>-72%</td> </tr> <tr> <td>Exchange Sq</td> <td>0%</td> <td>-75%</td> </tr> <tr> <td>King Street</td> <td>+9%</td> <td>-75%</td> </tr> <tr> <td>Market Street</td> <td>+12%</td> <td>-74%</td> </tr> <tr> <td>New Cathedral St</td> <td>+11%</td> <td>-76%</td> </tr> </tbody> </table> <p>NB Given the low level of current footfall, small increase in numbers can lead to relatively high percentage increases. The reasons for the increase in the past week are not clear, but given low figures are not expected to be significant.</p> <p><b>Manchester wide footfall (exc. city centre)</b></p> <p>Week 7 – Mon 22 Feb to Sun 28 Feb</p> <p>Week on week: +22.6%</p> <p>Year on year: -20.7%</p> <p><b>District Centres</b></p> <table border="1" data-bbox="389 1163 985 1380"> <thead> <tr> <th></th> <th>Week on week %</th> <th>Year on year %</th> </tr> </thead> <tbody> <tr> <td>Cheetham Hill</td> <td>+12.9%</td> <td>-5%</td> </tr> <tr> <td>Chorlton</td> <td>+49%</td> <td>-27.5%</td> </tr> </tbody> </table>	Week 7 – Sun 21 Feb to Sat 27 Feb				Week on week %	Year on year %	St Ann's Sq	+14%	-72%	Exchange Sq	0%	-75%	King Street	+9%	-75%	Market Street	+12%	-74%	New Cathedral St	+11%	-76%		Week on week %	Year on year %	Cheetham Hill	+12.9%	-5%	Chorlton	+49%	-27.5%	
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<p><b>Higher Education Institutions</b></p>	<p>The University of Manchester updated that the period of non essential students has been extended to 8 March and is likely to extend beyond that. Applications are up 5% (both home and international) for next year. There are now regular meetings between VC's and they have extended the discussion to FE sector to try to look at smoother pathways for schools to move between institutions. <b>MMU – Health students on campus. Science, engineering, arts &amp; fashion students back on campus from 8/3.</b></p>																										

<b>Aviation</b>	<p>MAG view it as positive that the Government has included international aviation in its roadmap and has committed to publishing how it will re-open international travel on 12<sup>th</sup> April. However, the uncertainty facing the sector remains unique and no date has been put in place to re-open travel. Instead, the Government has said this will be “no earlier” than 17<sup>th</sup> May. Until this time international travel remains effectively banned and support will be needed from Government, including an extension to the furlough scheme in the Budget.</p>	<p>MAG will work with Government through its Global Travel Taskforce on how the re-opening of international travel might happen.</p>
<b>Culture</b>	<p><b>Continued impact of Covid 19 on the Cultural Sector</b></p> <p>The sector was the first to lock-down down in March and many parts of it are likely to the last to be released from lockdown. Cultural venues in the performing arts have especially severely impacted as well as those that typically generate high levels of earned income from customers though events, festivals and catering and hospitality sales.</p> <p>Whilst social distancing requirements continue to be in place, for many businesses, the restrictions will make the re-opening of cultural venues unviable and severely impact the opportunity to generate income from customers well into 2021, if not beyond.</p> <p><b>Cultural Freelancers</b> -impact of the pandemic on those more vulnerable in the supply chain includes</p>	<p><b>Culture Recovery Plan</b></p> <p>The Manchester Culture Recovery Plan was launched by Cllr Rahman in July 2020 and the needs of the sector and the role that the culture offer should play in the city’s wider recovery, were reflected in the Manchester Economic Recovery and Investment Plan in Nov 2020. The Director of Culture has started the process to re-refresh the Plan to provide a vision and strategy for the sector in the face of the continued impact of COVID-19.</p> <p><b>Cultural Sector Hardship Fund for Freelancers</b></p> <p>£485k fund being supported by MCC in partnership with HOME on behalf</p>

	<p>artists and cultural producers has been particularly severe with lots of practitioners missing out on support from the Governments Self Employment Income Support Scheme (SEISS)</p> <p><b>Roadmap for easing COVID restrictions announced 22 Feb</b> Most venues not able to open until stage 3. Some large events can restart with reduced capacity limits:</p> <ul style="list-style-type: none"> <li>○ Indoor events: 1,000 or 50%</li> <li>○ Outdoor other events: 4,000 or 50%</li> <li>○ Outdoor seated events: 10,000 or 25%</li> </ul> <p>Event pilots will be run with social distancing as part of the Events Research Programme, incl pilots testing approaches and other measures to run events with larger crowds &amp; reduced social distancing. It will examine how events can take place without the need for social distancing, using other mitigations such as testing.</p> <p><b>Budget announcements 3 March</b></p>	<p>of the Savannah Wisdom Foundation with funding from B&amp;M Retail PLC. Awards of £1,500 for individual freelancers that are either Manchester residents or GM residents who can evidence that they work in the sector in Manchester. On the opening day 1/2, 170 applications were received and over 540 people had engaged with the application portal in the first week, giving a stark indication of need. The fund closed on 02/03 with 330 applications having been received and grants have been awarded to 182 Manchester and Greater Manchester based freelancers. The assessment of applications is ongoing, meaning that the number of people who will benefit will continue to grow. The application process has been supported by the City Council by a cross departmental team with colleagues at HOME who have provided a dedicated phonenumber and support for applicants.</p> <p><b>Roadmap for easing COVID restrictions - Widespread disappointment</b> that museums &amp; galleries are not able to open at the same time as non-essential retail in stage 2. Cultural partners reviewing the guidance as available.</p> <p><b>Budget announcements 3 March</b></p> <p>Awaiting further details. Further Culture Recovery Fund investment will</p>
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	<p>See above for culture related announcements.</p> <p><b>Kickstart Scheme</b> - provides funding to create new job placements for 16 to 24 yr olds on UC at risk of long term unemployment. Good appetite amongst employers to provide job roles in the cultural and creative industries sector. Roll out of relies on vacancies created by employers and min 30 job-roles to be applied for by each employer. Given scale of business in the creative &amp; cultural sector - mainly SME's or micro enterprises so a consortium approach is being deployed.</p> <p><b>UKRI Covid-19 Research</b></p> <p>National study shows evidence of the negative impact of the pandemic on the employment of three groups of creative workers: disabled people; those who are younger; and those who haven't engaged</p>	<p>be welcomed but performing venues very unlikely to be opening viably for 17/5 even if the Covid Roadmap for easing restrictions stays on track because social distancing will be in place at least until 21/6.</p> <p><b>Factory Academy Responding to Kickstart Scheme</b></p> <p>The Factory Academy (Factory/MIF) &amp; cultural education company Curious Minds co-ordinated GM &amp; NW arts orgs to propose initial kickstart job numbers for a joint application. Application fronted by sector skills council - Cultural and Creative Skills to DWP submitted in Oct.</p> <p>In Feb 58 roles have been approved for GM, with a further 20 for other NW employers. Total request for 140 roles were submitted for the NW but not all were confirmed – partners are in discussions with those in GM that were not successful in the first round to get them back in the process.</p> <p>Kickstart roles allocated to: 10 x MIF; 8 x HOME; 6 x Royal Exchange, 12 x Contact and 3 x The Lowry. The next stage- job roles go live with DWP when employers are ready. MIF is the first to submit immediate roles for recruitment. Launch event planned in Apr.</p> <p>Factory Academy has developed 'Kickstart Creative' training programme for recruits to the Kickstart roles for GM employers &amp; includes training for line managers. DWP approved pre-employment training is preparing people for Kickstart jobs and create a pipeline of talent. As of 23/2 - 29 people have completed, 15 on programme &amp; 45 planned starts between now and July – DWP will be able to refer these people into roles that come available within the creative sector.</p> <p><b>MCC is a participating partner in UKRI Covid-19 Research</b> by The Centre for Cultural Value's in collaboration with the <a href="#">Creative Industries Policy and Evidence Centre</a> (PEC) &amp; <a href="#">The Audience Agency</a>. A number of officers have been interviewed and information about city intel and</p>
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	<p>in higher education. (Corroborated by <a href="#">TUC research demonstrating the severe drop in arts and entertainment employment for women of colour.</a>)</p> <p>The data suggests we should be especially worried about younger workers. 27% of creative workers under the age of 25 left creative occupations after lockdown, compared with 14% of workers aged 25 and over.</p> <p><a href="https://www.culturehive.co.uk/CV/resources/the-impact-of-covid-19-on-jobs-in-the-cultural-sector-part-2/">https://www.culturehive.co.uk/CV/resources/the-impact-of-covid-19-on-jobs-in-the-cultural-sector-part-2/</a></p>	<p>support measures provided.</p>
<p><b>Development</b></p>	<ul style="list-style-type: none"> <li>Manchester saw an improvement in quarter 4 in terms of real estate deals from the previous two quarters, according to <a href="#">Avison Young's Big Nine report</a>. Headline rent for the city hit a high with space at 1 Spinningfields and Landmark being let at £37.50 &amp; £38.50 per square foot respectively. Whilst there is more availability, the consultants believe there is a healthy level of pent up demand. 1.3million sqft of office space was let during 2020. <a href="#">JLL have released their office</a> report and have similar findings. They report that grade A vacancies are at 3.3% for quarter 4 of 2020 and that £244million was transacted in the office investment market in the same period.</li> <li>Continued development interest in the city for both commercial and residential</li> </ul>	<ul style="list-style-type: none"> <li>Following assessment by GMCA, 3 of the Manchester 2<sup>nd</sup> round Brownfield Housing being recommended for funding - Collyhurst Village, Back of Ancoats Public Realm and Silk Street. Other schemes remain on reserve list. Formal decision expected on both Round 2 schemes and Additional 10% schemes (Ancoats Dispensary &amp; Gould Street) at GMCA meeting on March 21, following presentation to Chief Executives and Leaders.</li> <li>Community consultation on the first phase of the delivery of Collyhurst has been concluded in advance of planning applications for the delivery of approximately 270 homes (including up to 130 new Council properties) in Collyhurst Village and Collyhurst South and the first phase of a new park. The planning application for Collyhurst Village has been submitted and was presented at February Executive seeking budget approval for MCC element and recommendations were agreed. The scheme could commence in Spring 2021 subject to the outcome of the Brownfield Land Fund application referenced in the bullet point above which is for enabling works.</li> <li><b>Plans have been submitted for House of Fraser (Kendal Milne) building, which will become majority office space.</b> <a href="#">A</a></li> </ul>

	<p>scheme.</p> <ul style="list-style-type: none"> <li>• All schemes are back on site, and construction levels increased since the beginning of the pandemic, although with some overall delays to programmes.</li> <li>• Risks around supply chains/access to materials, with associated increases in costs.</li> <li>• Access to finance for hotel and retail schemes likely to be more challenging.</li> <li>• Economic Recovery &amp; Investment Plan identifies key schemes which can drive recovery and create new jobs. Ongoing work to identify funding opportunities for schemes.</li> <li>• Long term impact on office demand being monitored on an ongoing basis, but positive indications from office agents and the Business Sounding Board.</li> <li>• Government increased housing target by 35% in UK's 20 largest cities, including Manchester, in December 2020. The implications of this are currently being assessed.</li> </ul>	<p><a href="#">rooftop extension will be built to accommodate</a> more offices and the ground and lower ground floors will be retained for retail and/or leisure. Subject to planning permission, the scheme could start in 2022.</p> <ul style="list-style-type: none"> <li>• <b>Heyrod Street approved:</b> the latest scheme in the <a href="#">Piccadilly East area (part of the Piccadilly SRF)</a> has been approved. The scheme, being developed by a JV between Fiera Real Estate and Packaged Living, is for 350 build to rent apartments, as well as retail space, a public square and a car park.</li> <li>• <b>Brewdog</b> have announced that they will open its second UK hotel on Fountain Street, creating an <a href="#">18-bed hotel and a roof terrace</a>. The planning application for the scheme was approved on 9/02.</li> <li>• <b>Residential above McDonald's, 1 Chepstow Street:</b> the new owner of the building, Shenton Homes, is <a href="#">seeking permission to convert</a> the upper floors above the McDonald's on the corner of Oxford Street and Chepstow Street into apartments.</li> <li>• <b>New city centre tenants:</b> the Rugby League World Cup has taken space at the <a href="#">Bonded Warehouse</a>, and two new tenants have been <a href="#">confirmed at Windmill Green</a> (recruitment company Oscar Technology and fintech specialist OneStream Software).</li> </ul>
<b>Affordable Housing</b>	<ul style="list-style-type: none"> <li>• Risk to developer and investor confidence.</li> <li>• Working with RP's and other developers to</li> </ul>	<p>A total of 437 new affordable homes are expected to be built across the city in 2020-21 – 306 of which are already complete. Of the 443 homes there are 173 for social rent, 94 for affordable rent, 160 shared ownership</p>



	<p>understand current impact and forward plans.</p> <ul style="list-style-type: none"> <li>• Assessing sources and levels of investment, and any obstacles</li> <li>• Investigating grant funding, financial and other support needed to enable early start of key projects</li> <li>• Understanding supply chain issues and identifying appropriate support measures.</li> <li>• Developing guidance/share good practice for safe operation of sites</li> <li>• Expediting design &amp; planning phases of projects.</li> <li>• Risk of registered providers slowing down or pausing programmes to consolidate finances/liquidity</li> <li>• Ensure Zero Carbon and Fire safety provision are part of the programmes.</li> <li>• Potential flooding of the PRS sector as the short term let market shrinks.</li> </ul>	<p>and homes and 16 for Rent-to-Buy. This includes 162 new Extra Care units across 2 sites (Brunswick PFI &amp; Elmswood Park)</p> <p>In addition, there are currently 802 new affordable homes currently under construction across the city and expected to complete over the next 3 years. This includes a number of large-scale developments which have begun construction this year including</p> <ul style="list-style-type: none"> <li>• <b>Grey Mare Lane Estate</b> – One Manchester have started construction on the first two phases of the Estate Regeneration programme (Blackrock Street &amp; Windermere Close) which are expected completed in 2021-22. The redevelopment is set to deliver c.290 new affordable homes (incl. 124 of reprovision) and the retrofit of 169 homes over the next 5 years</li> <li>• <b>Gorton Lane</b> – One Manchester have also begun construction on the scheme delivering 109 homes (18 for shared ownership &amp; 91 for rent-to-buy) – expected to complete in 2022-23</li> </ul> <p>Alongside this, planning permission has been approved for 16 schemes delivering over 680 new affordable homes since the start of 2020 including:</p> <ul style="list-style-type: none"> <li>• <b>Edge Lane Business Centre</b> (Your Housing Group) – 144 affordable homes (72 shared ownership / 72 affordable rent)</li> <li>• <b>Dulverston Street</b> (One Manchester) – 139 affordable homes (100 social rent / 39 affordable rent)</li> <li>• <b>Former Manox Works</b> (ENGIE Services Ltd) – 114 affordable homes (36 shared ownership/34 affordable rent/44 rent to buy)</li> <li>• <b>Store Street</b> (Clarion) – 66 shared ownership homes</li> </ul> <p>Updates on further key schemes:</p> <ul style="list-style-type: none"> <li>• Funding has been approved by Capital Strategy Board for the</li> </ul>
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		<p>development at <b>Silk Street</b> and work on the detailed designs and AHP grant application – including discussions with Homes England - is planned for the first half of 2021</p> <ul style="list-style-type: none"> <li>• Discussions are ongoing with an identified Registered Provider partner to bring forward the <b>Russell Road LGBT Extra Care</b> scheme</li> <li>• Countryside / Great Places have agreed an increase in the provision of affordable homes on the <b>Former Belle Vue Stadium Site</b> from 35 to 130 (89 social rent, 29 shared ownership &amp; 12 affordable rent)</li> </ul> <p>There is also a large programme of work underway looking to significantly upscale the delivery of new affordable homes across the city:</p> <ul style="list-style-type: none"> <li>• <b>Project 500</b> – Work continues with RPs to deliver c.600 new affordable homes as part of the Project 500 programme. A series of workshops with RPs, Planning, Neighbourhoods are Planning are currently underway alongside feasibility exercises and work to agree legal terms incl. disposal arrangements. A detailed list of potential sites will be put to the Executive later in the year.</li> <li>• <b>This City</b> – Work continues to develop the detail of the first phase of housing development through This City – the Housing Delivery Vehicle. Initial focus is currently on bringing forward two city centre sites delivering a mix of tenures including one site at the Back of Ancoats working with Manchester Life Development Company.</li> <li>• <b>Northern Gateway</b> – Planning has been submitted for the first 244 homes in <b>Collyhurst Village</b> (incl. 100 homes for social rent) with a plans for a further 30 social rent homes in Collyhurst South expected later in the year. Planning has also been approved for <b>Victoria Riverside</b> (634 homes incl. 32 affordable). The Guinness Partnership &amp; L&amp;Q/Trafford Housing Trust as their RP Framework Partners for schemes within Redbank neighbourhood.</li> <li>• <b>Miles Platting &amp; Newton Heath</b> – Working with members to</li> </ul>
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		<p>understand the context for delivery of c.1,000 new affordable homes across the ward over the next 10 years including on a number of large-scale mixed tenure schemes at the <b>Former Manox Works</b> (410 homes including 114 affordable), <b>Jacksons Brickworks</b> (c.1,100 homes incl. 550 affordable homes) and across the <b>Newton Heath District Centre</b> (c.300 affordable homes across 4 sites)</p> <ul style="list-style-type: none"> <li>• <b>Hulme &amp; Moss Side</b> – Work continues with Neighbourhoods to look at redevelopment in the area from a community perspective – including at <b>The Reno Site (Barnhill St)</b> which has the potential to deliver up to 200 new homes in a scheme recognizing the heritage and community value of the site</li> </ul> <p>MCC continues to work with RP partners to establish a portfolio of sites which will form the basis of the city’s bid to the latest round of Affordable Homes Programme funding (2021-26) which will sit alongside the delivery through Project 500.</p>
<p><b>Transport and Infrastructure</b></p>	<p>Work with TfGM to agree a broad overall transport plan to support gradual opening up of the city with a focus on pedestrian movement and safe use of public transport linked to an agreed package of measures to support safe pedestrian access.</p>	<p>A feasibility study is currently being commissioned to consider the longer-term options for the 20 plus city centre road closures introduced in the summer to support hospitality sector and increase traffic - free space</p> <p>Travel demand continues to be low, with 1/3 fewer journeys than to be expected at this time of year taking place across GM. Highest impact is on rail and Metrolink travel.</p> <p><b><u>Manchester (LA) Transport Usage Data</u></b> (w/c 22 Feb 2021)</p> <p><b><u>Bus</u></b> Patronage, <b>+10.4%</b> on the previous week and <b>-63.8%</b> on pre-COVID levels</p> <p><b><u>Metrolink</u></b> - Network patronage, <b>+10.8%</b> on the previous week and <b>-81.4%</b> on pre-COVID levels</p> <p><b><u>Rail</u></b> - Passenger numbers, <b>+5.4%</b> on the previous week and <b>-80.2%</b> on the same period last year.</p>

**Highway** - Private vehicle trips, **+4.2%** on the previous week and **-23.7%** on pre-COVID levels

**Cycling** - Cycle journeys, **-8.4%** on the previous week and **+6.2%** on pre-COVID levels

**Walking** - Pedestrian traffic, **+3.2%** on the previous week

GM Wide Data (based on busiest day of the week)

Metrolink

09/03/20	119,298
13/04/20	4,915
18/05/20	8,718
15/06/20	18,723
13/07/20	29,055
17/08/20	40,187
14/09/20	51,668
12/10/20	44,621
16/11/20	31,843
14/12/20	43,119
18/01/21	20,512
15/02/21	22,476
<b>26/2/21</b>	<b>27,333</b>

Bus

09/03/20	513,338
13/04/20	20,742
18/05/20	81,993
15/06/20	130,476
13/07/20	182,189
17/08/20	219,301
14/09/20	319,763

		12/10/20	315,678
		16/11/20	266,561
		14/12/20	326,423
		18/01/21	173,422
		15/02/21	179,139
		26/2/21	191,698
		<u>Rail</u>	
		09/03/20	104,715
		13/04/20	6,536
		18/05/20	11,685
		15/06/20	18,272
		13/07/20	28,759
		17/08/20	41,075
		14/09/20	44,339
		12/10/20	37,322
		16/11/20	27,426
		14/12/20	35,820
		18/01/21	19,459
		15/02/21	21,987
		26/2/21	26,415
		<u>GM Highway</u>	
		09/03/20	5,081,793
		13/04/20	1,463,018
		18/05/20	2,948,446
		15/06/20	3,735,121
		13/07/20	4,078,168
		17/08/20	4,326,263
		14/09/20	4,444,335

12/10/20	4,366,366
16/11/20	3,913,010
14/12/20	4,535,304
18/01/21	3,507,891
15/02/21	3,812,700
26/2/21	4,376,619

Cycling

09/03/20	107,738
13/04/20	151,196
18/05/20	151,084
15/06/20	159,250
13/07/20	121,252
17/08/20	125,014
14/09/20	169,331
12/10/20	88,868
16/11/20	87,694
14/12/20	87,898
18/01/21	54,249
15/02/21	164,555*
28/2/21	177,426*

\*NB this period covers half term

Walking

09/03/20	1,491,508
13/04/20	511,033
18/05/20	691,620
15/06/20	789,318
13/07/20	1,046,436
17/08/20	1,208,022
14/09/20	1,492,523

		12/10/20	1,215,760	
		16/11/20	881,551	
		14/12/20	985,692	
		18/01/21	699,527	
		15/02/21	855,548	
		22/2/21	913,976	
	<p><b>Manchester Recovery Task Force Public Consultation</b></p> <p>The government have released a consultation for modifying the train services around Manchester. The options proposed have a significant impact on the train service to Manchester Airport, which could reduce trips by up to 31% and impact the Airports ability to recover from COVID-19.</p> <p>The consultation explains that the delays around the Castlefield corridor are impacting the railways reliability that needs fixing immediately (by 2022).</p>	MCC will submit a response to the consultation, which is due on 10 <sup>th</sup> March, and is liaising with TfGM.		
	Analysis of businesses' plans for reopening, working with TfGM, CA, Chamber, Growth Company	TfGM linked into Day Time Economy recovery group work <b>See overview section</b>		
	Identify and implement interventions that support social distancing and support business reopening and procure necessary equipment to facilitate this.	<b>See overview section</b>		
	Continue with highway works that can be undertaken during lockdown	<ul style="list-style-type: none"> <li>Continuing with all our major projects that are on site and continuously monitoring government guidance about construction</li> <li>Finding ways to accelerate all our programme of walking and</li> </ul>		

		<p>cycling schemes aiming to have early starts on all our programmed projects</p> <ul style="list-style-type: none"><li>• Maintaining our roads at business as usual levels by inspecting them and making repairs</li><li>• Resurfacing and treating many more main roads than originally planned to take advantage of lower traffic levels</li><li>• Working with TfGM to review bus stops and increase pedestrian phasing at signalised crossings.</li></ul>
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<p><b>Skills, Labour Market and Business Support</b></p>	<p><b>Furlough and newly unemployed</b></p> <p><b>Headlines include</b></p> <ul style="list-style-type: none"> <li>- The official unemployment rate (in the three months up to October) rose nationally and in the North West of England (to 4.9% and 4.7% respectively). In Manchester the rate of unemployment decreased from 6.2% to 5.6% in the last three months up to September suggesting methodological problems with the Labour Force Survey modelling at Manchester level.</li> <li>- In January 2021 there were 34,305 claimants of unemployment benefits in Manchester – down slightly from 34,335 in December.</li> <li>- Since the autumn increasing numbers of claims from people in their 50s and 60s have become apparent while there has been some decline in the numbers of younger people (under 25s) receiving unemployment support.</li> <li>- Claims for Universal Credit (UC) had continued to increase and as of December 2020 there were 77,878 people on UC in Manchester. Whilst still growing, the rate of growth has levelled off following a sharp increase between April and May.</li> <li>- Although Manchester has the most UC claimants Stockport has experienced the largest rise in proportional terms where claimants rose by 128% between Jan 2019</li> </ul>	<p><b>Furlough and newly unemployed</b></p> <p><b>Newly Unemployed Support</b></p> <p>Take up on the Help to get work scheme has had 92 residents requested support since offer went live.</p> <p>Offers of support include Careers advice, welfare advice and support with training.</p> <p>Following proactive efforts from officers across the partnership (DWP/GC and W&amp;S) contact has now been made with the manager of Debenhams Manchester and a session for staff is booked in w/c 1st March.</p> <p>Arcadia: position not changed since last meeting report – continued efforts being made to contact.</p> <p>Princes Soft Drinks Factory in Newton Heath is moving to Cardiff, factory closes 31 July. Many long-term local employees due to be made redundant without the skills to re-enter job market. Developing a bespoke offer with DWP and MAES/ Mcr College.</p> <p>Plans are in place to deliver a re-launch of the comms campaign -</p> <p>#HelpToGetWork – using LinkedIn, Twitter and Facebook end March</p> <p>A short article has been included in the C Tax booklet promoting support for any resident who might be recently unemployed and affected or for businesses who might be considering letting staff go.</p>
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	<p>and Jan 2020 (provisional)</p> <ul style="list-style-type: none"><li>- Redundancy levels were much lower in January 2021 in GM – just 385 in total. This compares with 680 in December.</li></ul>	
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	<p><b>Offer for 16-19 year olds</b></p> <p>The January submission to the DfE reported a combined NEET / Unknown of 7.6% (881 YP). This is a 0.9% decrease on the November submission.</p> <p>The 7.6% divides into NEET 3.8% (428) and Unknown 3.8% (453). The unknown continues to decrease although Lockdown 3 has changed some of the ways we are able to track YP.</p> <p>Schools and Colleges have increasing concerns about the current year 11, 12 and 13 who have experienced two years of disrupted education and how this will impact on their transition and progression.</p>	<p><b>Offer for 16-19 year olds</b></p> <p>Comms campaign for young people and parents highlighting key messages in relation to opportunities and high-level guidance particularly to support transition from School into an EET destination.</p> <p>We have activated the Risk of NEET Indicator (RONI) tool and are liaising with high schools. To support this, Post 16 Transition Guides will be sent to schools next week to coincide with re-opening.</p> <p>The MEET your Match website, commissioned by MCC and delivered by GMCVO is now live with over 60 pre- employment opportunities listed, including study programmes, employability courses, traineeships, entry level 1 / 2 apprenticeships and volunteering opportunities.</p> <p>MCC is working with GM Commissioned services (Princes Trust and ESF NEET) to ensure the additional resources are complimenting current offer.</p> <p>Skills for Life project is being piloted with Sale Sharks NEET Programme with a plan to roll out to other providers.</p> <p>MCC is working with schools and Colleges to identify other ways we can support this year's school and college leavers and mitigate against a rise in NEET numbers. This includes looking at more bespoke post 16 provision for our most at-risk students, working with NEET providers to improve progression routes that lead to employment.</p>
	<p><b>Youth unemployment</b></p> <p>Maximise the opportunities from and work with partners to roll out the Kickstart Scheme.</p> <p>Issues to note:</p> <ul style="list-style-type: none"> <li>I. delays with DWP nationally approving Kickstart opportunities</li> <li>II. businesses are reluctant to take young people on due to working from home</li> </ul>	<p><b>Youth unemployment</b></p> <p>Continue to support employers and gateway organisations to benefit from Kickstart opportunities. Currently working with Manchester Climate Change Agency to plan Kickstart placements.</p> <p>Work continues with DWP to access funding for youth hub provision in the city. The initial plan is to create physical youth hubs in the city centre at The Prince's Trust and in Wythenshawe at the Forum. An online Youth Hub offer would be available to all young people across the city.</p>

	<p>arrangements and therefore many larger businesses are pushing back opportunities until the Spring/Summer</p> <p><b>Develop a Youth Hub offer for the city</b></p> <p>Promotion of Apprenticeships for the transition of young people from school into work.</p>	<p><b>National Apprenticeship Week. Work &amp; Skills led the Manchester campaign for National Apprenticeship week, 8-14 Feb. Headline stats for the campaign:</b></p> <ul style="list-style-type: none"> <li>• <b>Focused on 'Build the Future' featured – Ask the Employer, Ask the apprentice, routes into apprenticeships, support for SME's</b></li> <li>• <b>30+ total posts across Facebook, Twitter and LinkedIn</b></li> <li>• <b>40k views - 100+ link clicks, 160+ likes, 50+ retweets/shares</b></li> <li>• <b>1.63% engagement rate (which is high compared to industry standard)</b></li> </ul>
	<p><b>Skills and employment support for adults</b></p> <p><b>Updates generally quite due to half term.</b></p> <p>Further restrictions widening the digital skills divide.</p> <p>Majority of providers continuing full remote/ online learning – need to identify providers who are struggling to meet the need of access via existing and potential new learners.</p>	<p><b>Skills and employment support for adults</b></p> <p><b>MCC Telephone Digital Skills Support Service and MCC Device Scheme</b></p> <ul style="list-style-type: none"> <li>• <b>Scheme still being delivered. The Work and Skills team have been focusing on raising additional funds to help to extend device scheme and recruit resource to sustain the skills support.</b></li> <li>• <b>MAES have been working with the Digital Inclusion team to plan the development of the Digital Champions Volunteer Network.</b></li> </ul> <p><b>Mcr Adult Education &amp; Skills Plan coordinator recruited and in post from 26 March.</b></p> <p><b>MHCC Digital Inclusion and Engagement Manager recruited.</b></p> <p><b>An additional £233k contribution from MHCC and the Community Champions programme, to deliver projects linked to the Digital Inclusion Action plan around health equity and access.</b></p>
	<p><b>Social Value and Local Benefit</b></p> <p>Challenge: Many residents are not connecting to opportunities created in the city – how can we use social value internally to maximise creation of</p>	<p><b>Social value and local benefit</b></p> <p><i>Refresh SV policy to reflect Think recommendations and recovery plan -</i></p> <p>Report due to Executive in March following Resources and</p>

<p>employment/skills/training opportunities targeted at our residents and use our influence to do the same with organisations externally?</p> <p>Ensure that MCC’s approach to SV reflects current economic circumstances and <i>Think</i> recommendations.</p> <p>Coordinate employment and skills related social value “offers” from across MCC’s largest suppliers and capital projects into a pipeline of opportunities that can be promoted to residents and employment/skills/training organisations.</p>	<p>Governance Scrutiny.</p> <p><i>Refresh SV policy documentation</i> - Documentation refresh in progress via Contract and Commissioning Leads Group.</p> <p><b>Refresh planning and local labour process and toolkit – Complete.</b></p> <p><b>New process and documentation rolled out. It will take six to twelve months before we start to see results from this piece of work in terms of opportunities. In the meantime we will look back a historic agreements and make contact with contractors/developers to identify any live opportunities.</b></p> <p><i>Develop pipeline of opportunities through large suppliers and capital projects where MCC is the client</i> – Resource allocated and work underway with Corporate Procurement to identify 20 suppliers with greatest opportunity. <b>Work with Capital Programmes has begun to identify employment/skills/training opportunities from major works, though it is anticipated that most of these will already have been delivered.</b></p> <p><i>Reach a decision on supporting a bid of lottery funding to aid with co-ordination of social value commitments across contracts.</i> <b>Currently working with colleagues in procurement and commissioning to identify appropriate pilot projects for this work.</b></p> <p><i>Maximise Social Value opportunities arising from Northern Gateway and North Manchester General Hospital developments</i> – Agreed and submitted funding bid to the Health Foundation to pilot an approach to connecting residents to opportunities on these projects and the wider economy. <b>Currently finalising a social value framework with MMC’s Residential Growth team &amp; FEC.</b> Social Value groups established for both NMGH and Northern Gateway. Agreed social value ask on Collyhurst procurement with FEC. <b>In process of appointing consultant to examine the evidence base for potentially creating a construction skills hub anchored on Northern Gateway Projects.</b></p>	<p><b>Business Support, Sustainability &amp; Growth</b></p>
<p><b>Business Support, Sustainability &amp; Growth</b></p>	<p><b>Business support, sustainability and growth</b></p>	<p><b>Business support, sustainability and growth</b></p>

	<p><b>Business Grants</b></p> <p>In the week 22 - 28 February 2021 the Council has provided £1.137m of support to businesses:</p> <p>£1.127m in LRSB / ARG</p> <p>£10k in Closed Business Lockdown Grants.</p> <p>The total to date is £51.0170m,</p> <p>LRSB / ARG = £33.210m (15,644 payments) Closed Business Lockdown Grant at £17.806m (3,360 payments).</p>	<p><b>Business Grants</b></p> <p>Priority work continues, alongside Revs and Bens to ensure that grants, for the new Expanded Additional Restrictions Grant (EARG) are processes since going live on 10 February. Officers continue to close out enquiries on the current ARG scheme.</p> <p>Additional information about the Business grants scheme and offer of support has been added into a Business Rates Booklet with dedicated contact details at the Business Growth Hub.</p> <p>Outline scheme for Strategically Important Businesses, codesigned with GC - Business Growth Hub, Greater Manchester Chamber of Commerce, Pro Manchester and City Centre Regeneration. Hoping to go live early week beginning 08/03/11.</p>
	<p><b>Brexit Impacts</b></p> <p>GM Chamber continue to report an increase in the number of enquiries relating to Brexit, specifically in relation to advice around export documentation.</p> <p>Anecdotally the key issues remain similar to the last update</p> <ul style="list-style-type: none"> <li>Ongoing issues relating to import/export documentation</li> <li>Some businesses are highlighting that Businesses remain confused about additional charges levied on imports/exports of goods</li> </ul> <p>Nationally</p> <p><a href="#">Delays at the UK/EU border increase as new customs paperwork continues to cause problems (cips.org)</a>, Survey of 350 members from the</p>	<p><b>Brexit Response</b></p> <p>Business Growth Hub and GM Chamber alongside Work and Skills Team continue to promote comms such as webinars for businesses.</p> <p>This continues to be a challenge as a result of this current lock down.</p> <p>Gov.uk updated information on</p> <ul style="list-style-type: none"> <li><a href="#">Webinars for importers of food and drink products from the EU to Great Britain</a></li> <li>Cabinet Office tailored support through its <a href="#">Field Force Support Programme</a> for businesses that trade over £250,000 of goods with the EU offering specialist 1-21 support.</li> </ul> <p>The Business Growth Hub is also providing a range of resources for business, including:</p> <ul style="list-style-type: none"> <li>A Brexit toolkit for businesses (GC)</li> <li>Monthly podcasts on the business support and any changes in</li> </ul>

	<p><b>Chartered Institute of Procurement &amp; Supply (CIPS)</b> reported that 63% have experienced delays of at least 2-3 days getting goods into the UK, up from 38% in a similar survey in January this year.</p> <p><b>Covid Testing for Businesses</b></p> <p>Requiring messaging to businesses in connection with support for onsite testing particularly important as the economy opens.</p>	<p>the info that may have an impact in SMEs</p> <ul style="list-style-type: none"> <li>- Monthly blogs on key topics such as EU Settlement Status, retaining EU talent and supply chain issues.</li> <li>- Weekly Brexit news updates.</li> <li>- Updates via social media.</li> </ul> <p>Greater Manchester Chamber of Commerce has also produced information for its members about Brexit, including a Brexit information guide and checklist. <a href="#">Read the Chamber's Brexit information guide</a></p> <p><b>Targeted Testing at Scale for Business</b></p> <p>Working with Public Health team to ensure businesses are directed to support available for the testing of staff using either local testing centres on to set up testing on their premises.</p> <p>Ongoing work will take place in conjunction with GC Business Growth Hub, Midas, FSB, Pro Mcr and other key partners, alongside other local networks supported the targeting for business.</p> <p>Work will take place with comms to ensure there are clear messages for businesses and the right information can be provided.</p>
	<p><b>Equalities/ Disadvantaged</b></p> <p>Ensure that disadvantaged and underrepresented groups are supported by activity included in Workstreams 1-6. This would include Black, Asian and Minority Ethnic groups, young people, over 50's, homeless, veterans, survivors of DV&amp;A, ESA claimants, and those experiencing family poverty.</p> <p>Covid has worsened the situation for many already experiencing inequality – the challenge is to ensure</p>	<p><b>Equalities/ Disadvantaged</b></p> <p>Specific 'all age' /over 50's apprenticeship comms messages promoted during National Apprenticeship week</p> <p>Work &amp; Skills actions being developed to form the work plan for the 50+ Employment &amp; Skills Support group in partnership with the Age Friendly Manchester Team.</p> <p>Supporting Humanly who have been commissioned by GMCA to explore supporting older jobseekers into work – focusing on Cheetham and Moss Side</p>

	support is targeted to reach the communities in most need	<p>W&amp;S Race Equity Group working to support contractors with inclusivity through social value commitments</p> <p>Manchester Employment Support Partnership promoted to specialist providers supporting ex-armed forces personnel seeking employment</p>
<b>Funding</b>	<p>No specific known impacts on current external funding bids caused by C19 as yet. Known bids progressing through funding approval processes as expected.</p> <p>Team in City Policy developing a funding action plan based on C19 recovery and Corporate priorities</p> <p>Working with City Centre Growth to map funding opportunities through the 2020 Spending Review</p>	<p>1) <b>Public Sector Decarbonisation Scheme (PSDS)</b> - £22.9m bid submitted by MCC into a combined GM bid of £80m <b>Confirmation has been received this week that MCC has been successful and will receive £19.1 million of funding for its programme.</b> We continue to work with GMCA on the grant processes.</p> <p>2. <b>Recovery Plan Hydrogen Fueling / Fleet Opportunity</b> - officers from Neighborhoods and City Policy are further developing this proposal and have confirmed that GMP fleet managers are interested in looking at options to join any future project at their site near New Smithfield Market. We are discussing the <u>opportunities</u> with Cadent and a private sector consortium of vehicle manufactures and associated Hydrogen industries - UKH2Mobility. We also in contact with MAG as a potential partner in a future project. The UK Government is planning to launch its Hydrogen Strategy in 2021 and we expect potential funding could be available as part of the Green Industrial Revolution announced in the Spending Review (details still to emerge).</p> <p><b>3. Levelling Up Fund and Shared Prosperity Fund</b></p> <p><b>Further details on these were released with the budget on Thursday 3<sup>rd</sup> March and are being reviewed.</b></p>
<b>Strategy Update</b>	<p>C19 has necessitated a review of existing strategies to understand whether they are fit for purpose given the predicted exacerbation of existing inequalities. This will inform the Economic Recovery Plan &amp; Our Manchester Strategy reset. Formal refreshes would not take place until 2021 when the Our Manchester Strategy has been reset and the full impact of C19</p>	<ul style="list-style-type: none"> <li>• <b>Our Manchester Strategy Reset approved by the Our Manchester Forum and Executive. Launch event webinar is 18 March with contributions from members of the Forum and final adoption will be at Council on 31 March.</b></li> <li>• <b>Social Value Strategy Policy developed to respond to C19 priority cohorts and other issues such as the Climate Emergency</b></li> </ul>



	is known.	<p>and will be considered at Resources &amp; Governance Scrutiny 9 March and for approval at Executive 17 March. The annual CLES event takes place 11 March titled 'Powering Social Value Through Recovery'.</p> <ul style="list-style-type: none"> <li>Manchester Climate Change Agency/Partnership are planning a 'Framework 2.0' to provide the detailed actions and policies required to deliver the city's action on climate change between 2022 and 2025 and respond to the pandemic.</li> </ul>
<b>External Influencing &amp; Lobbying</b>	The Government's economic response to C19 has been fast moving and feeding in Manchester's priorities has required a coordinated approach.	<ul style="list-style-type: none"> <li>Further meetings with Civil Servants in Department for Education and MHCLG have now taken place. Remaining meeting is with DWP.</li> <li>Manchester Plan for Exiting Lockdown slides shared with Civil Servants, Secretary of State for Housing, Communities and Local Government, GM and with NW Chief Execs.</li> <li>Lobbying has continued through the Local Economic Recovery Group, Core Cities and other networks including a meeting with Director of Covid-19 Taskforce at the GM Resilience Forum.</li> <li>Core Cities have secured £75k of funding from the Connected Places Catapult for a Green Recovery Trade Expo as part of COP26 in Glasgow in November 2021. This will fund a piece of research to gather information from Core Cities &amp; London on key projects and will engage Manchester businesses and universities.</li> </ul>

(c) Future Council Sit Rep Report

Milestone plan		C	D	E	F	G	H	I	J	K	L	M	N	O	P
Area	Milestone / activity	Nov	Dec	Jan	Feb	March	April	May	June	July					
<b>1 Future Council: High Level Milestone Mapping</b>															
<b>1. Budget (further detail to be added)</b>															
<i>Budget 2021/22</i>	1.1 Government spending review, followed by settlement														
	1.2 Council's budget and precept setting process														
<b>2. Future shape work</b>															
<i>Programme Management</i>	2.1 Programme mobilisation														
	2.2 Engagement with stakeholders across MCC														
<i>Defining our purpose (why)</i>	2.3 Review of existing plans and documentation														
	2.4 Develop MCC purpose and supporting narrative														
<i>Defining our service offer (what)</i>	2.5 Design principle development and refinement														
	2.6 Define and refine future way of working (what MCC will and won't do)														
<i>Identifying/refining the service offer requirements (how)</i>	2.7 Development of a future OD plan to transition to new ways of working														
	2.8 Specific focus streams to enable future TOM tbd														
<b>3. Our Transformation – OWO – workforce, culture, estates, health and safety, risk assessments</b>															
<i>Workforce</i>	3.1 Completion of all risk assessments														
	3.2 Roll-out of working from home approach														
<i>Estates</i>	3.3 Work to rescope and consolidate use of estate where possible														
<b>4. Our Transformation – Our Ways of Working – digital enablers</b>															
<i>Microsoft 365</i>	4.1 Completion of roll-out of M365														
<i>Intranet</i>	4.2 Launch of new intranet														
<i>End user device</i>	4.3 First order														
	4.4 Roll-out														
<i>Network infrastructure</i>	4.5 LAN/wifi decision														
	4.6 LAN/wifi procurement and planning														
	4.7 LAN/wifi roll-out														
	4.8 WAN decision														
	4.9 WAN procurement and planning														
	4.10 WAN roll-out														
<i>Telephony</i>	4.11 Roll-out														
<i>Corporate systems</i>	4.12 Other proposed projects detail to follow														
<b>5. Our Transformation – Strengthening Accountability and our processes</b>															
<i>Phase 1</i>	5.1 Constitutional changes, changes to HR and finance/procurement/shared service processes														
	5.2 Development of Good Managers Guide and related support														
	5.3 How Do I Guide & suite of tools to support more efficient Finance & Procurement developed														
	5.4 Streamlining of approvals														
<i>Phase 2</i>	5.5 Review of m people process														
	5.6 Roll out of management development programme														
	5.7 Embedding of How Do I Guide and tools														
	5.8 Input into spec for new systems, enabling more digitised approach														
<b>6. Our Transformation – Resident and business digital experience programme</b>															
<i>REDXP</i>	6.1 Design and implementation of new customer service centre model														
	6.2 Implementation of new income management system														
	6.3 Design and engagement exercise on CRM approach														
	6.4 Resident, business and member engagement														
<b>7. Corporate Staff Engagement</b>															
	Development of the Organisation's Development Plan														
	All Staff Survey														
	Awards for Excellence 2020 (Celebrating Excellence)														
	Leadership Summit														
	Listening in Action														
	SLG														

<p><b>Workforce Update</b></p>	<p><b>Latest Position</b></p> <p><b>Workforce</b></p> <ul style="list-style-type: none"> <li>• As of 24 February 2021 low overall levels of staff off sick 4.14% non Covid related 305 staff and 0.81% staff absent with Covid 19 symptoms 60 staff.</li> <li>• 52.01% of workforce working on site BAU 3,836 staff</li> <li>• 40.19% of workforce working from home 2964 staff</li> <li>• 0.96% redeployed 71 staff</li> <li>• 1.33% not in work but unable to work from home 98 staff</li> </ul>
<p><b>Risk and Compliance Assurance Report</b></p> <p><b>Overview</b></p> <p>All building risk assessments have been completed and assurance checks are being carried out. Face coverings are now required in shared areas.</p> <p>Where service and risk assessments are outstanding staff cannot come into the office until completed.</p> <p>Requirements for individual risk assessments have been updated to include the new categories for vulnerable.</p> <p>Guidance sets out that those who were previously shielded should be treated as clinically extremely vulnerable and not come into the workplace.</p>	<p><b>Latest Position</b></p> <p>All building and service risk assessments remain in place and new assessments are completed as the use of buildings and approach to service provision change to support covid response activity. These are shared with Trades Unions for consultation and input.</p> <p>Assurance in place that individual assessments have been completed where required by all services. Health and Safety are sample checking these for quality and completeness. They will also be updated for all staff who are to work on the forthcoming elections.</p> <p>Continuing to provide assurance via compliance visits by Estates and Health and Safety Teams and through on site manager self assessments.</p> <p>Reinforcement of covid compliance requirements with senior leadership group, all managers and staff following an outbreak at Longsight district office in February. This includes the need to wear coverings, socially distance, maintain records of possible contacts for tracing purposes and manage on site occupancy to remain within safe limits.</p> <p>Site on Council's intranet which contains all covid related guidance in one place. This is updated for changes in requirements and tools to help manage site, service and individual safety.</p>

<p><b>Finance and Budget</b></p> <p><b>Overview</b></p> <p><b>COVID-19 Related costs</b> - Overview as at round 10 February MHCLG Return data - submitted 26.2.21.</p> <p>Net impact of COVID-19 on MCC General Fund is £164.4m in 2020/21, made up of:  £23.6m in costs, and  £140.8m income loss (Council only) also:  £0.6m HRA</p>	<p><b>Latest Position</b></p> <p><b>Council Budget 2021/22</b>  At its meeting on 17 February 2021 the Executive received a series of reports which outlined the position for 2021/22 setting a year budget in line with the Government's one year funding announcement.  This included a total of £40.7m budget cuts in 2021/22, rising to £47.7m by 2024/25. This will be considered by Council 5 March 2021</p> <p><b>Recent Funding Announcements</b>  Government announced the Spring budget on 3 March 2021, the key announcements and associated funding delegations will be reported to Executive 17 March 2021.  The budget confirmed support for businesses will continue into 2021/22 including:</p> <ul style="list-style-type: none"> <li>• new restart grants for 2021/22 of up to £6k for non-essential retail and up to £18k for the hospitality industry</li> <li>• £425m nationally for a discretionary scheme for businesses in the above categories that are not eligible as they do not have a rateable value</li> <li>• Three months continuation of Extended retail relief then rates will be discounted for the remaining nine months of the year</li> </ul>
<p><b>Revenues and Benefits Overview</b></p>	<p><b>Latest Position</b></p> <ul style="list-style-type: none"> <li>• <b>Welfare Provision @ 21-02-21</b></li> <li>• <b>Carers (Covid 19)</b></li> <li>• 708 applications received and 698 processed</li> <li>• 560 applications (80%) approved, awarding 994 items* to a value of £89,566</li> <li>• (* bed / bedding / cash-grant / travel / utilities / white-goods)</li> <li>•</li> <li>• <b>Covid-19 support</b></li> <li>• 3,329 applications received and 3,316 processed</li> <li>• 1,083 requests (33%) approved, awarding 1,314 items* to a value of £69,075</li> <li>• (* bed / bedding / cash-grant / travel / utilities / white-goods)</li> <li>•</li> <li>• <b>Test and Trace Support Payment scheme</b></li> </ul>

	<ul style="list-style-type: none"> <li>• The Test and Trace Support Payment scheme provides a lump sum payment of £500 to support those on low incomes if they cannot work while self-isolating for 14 days and will suffer a loss of income as a result. The scheme is available to people who meet the criteria from 28/9/2020 up to 31/3/2021. The core scheme is governed by strict criteria set by the government with a discretionary element incorporating government and AGMA level parameters.</li> <li>•</li> <li>• On 23 February 2021 the DHSC advised that the scheme had been extended to 30 June 2021 with additional funding for discretionary payments. The details of the changes are being worked through and agreed adjustments to the scheme will be applied accordingly.</li> <li>•</li> <li>• At 22 February we have: <ul style="list-style-type: none"> <li>• Received 5,759 eligible applications</li> <li>• Paid £721,500 to 1,443 main scheme applications</li> <li>• Paid £202,500 to 405 discretionary cases</li> <li>• Declined 3,755 applications (1,561 main scheme and 2,194 discretionary)*</li> <li>• 141 cases pending awaiting further information</li> <li>• 6 applications unallocated</li> <li>• % paid within three days - no update available</li> </ul> </li> </ul>
<p><b>Our Transformation - Our Ways of Working</b></p> <p><b>Overview</b>  Work is underway to reshape the Future Ways of Working plan. HR, Estates and ICT will support services to review their ways of working, learning from arrangements during Covid and tying together physical move, ICT projects including End User and Service Reviews.  The Council's Future Ways of</p>	<p><b>Future Ways of Working (FWOW)</b></p> <ul style="list-style-type: none"> <li>• A roadmap is under way which will sit alongside the governments road map to June 21st which will set out how and when staff will return to work; this work will be supported by comms and health and safety</li> <li>• Development of a digital inclusion strategy for our workforce to run in parallel with the agenda for our residents. this will include but not be limited to our offline staff with a view to ensuring the vast majority of our workforce have basic IT skills. This will not only improve engagement with our workforce as a whole but also support the work around future skills and succession planning</li> <li>• Working with ICT on the End User Device Strategy to ensure every member of staff has the <i>right</i> device/digital support required for their role. This will include roll out of devices to a large number of offline staff which will help the digital inclusion strategy.</li> </ul>

Working Programme will be aligned with the Future Shape of the Council Programme

- work ongoing with services to review future working arrangements, including looking at how we use the space within our estate to improve collaborative working in the future

**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 17 March 2021

**Subject:** Spring budget statement and Manchester City Council revenue budget impact

**Report of:** Deputy Chief Executive and City Treasurer

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### **Purpose of the Report**

This report provides

- An overview of the Spring Budget 2021 announcements.
- The position and delegation in relation to the Covid-19 related Discretionary Test and Trace Payment Scheme and the Department for Business, Enterprise and Industrial Strategy (BEIS) business support funding.
- Details of the additional support that has been made available to residents, the status of this funding and proposals for further support in the year ahead.

### **Recommendations**

The Executive is requested to:

- (i) Note the main announcements in the Chancellor's Spring Budget 2021 of 3 March 2021.
- (ii) Delegate the design and allocation of discretionary support to Test and Trace Support Payments and funding for the remainder of 2020/21 and the 2021/22 financial year to the Deputy Chief Executive and City Treasurer in consultation with the Leader of the Council.
- (iii) Agree the proposals for additional discretionary funds in the year ahead within the following areas:
  - Additional support to working age residents in receipt of CTS towards the Council Tax that is due.
  - Free School Meal provision during the school holidays.
  - Additional financial support to carers in the city.
  - Investment into activity to tackle digital exclusion in the city.
- (iv) Delegate the decision to allocate and spend the remaining 2020/21 Covid Outbreak Management Fund (COMF) and new burdens funding and any new allocation for 2021/22 for activities to support the ongoing outbreak management and recovery planning to the Deputy Chief Executive and City Treasurer in consultation with the Chief Executive and Leader of the Council. Any additional funding decisions will be reported to 2 June Executive.

- (v) Delegate the decision to update the Council's Revenue Budget for the discretionary Additional Restrictions Grant funding and the associated decision to spend the funding, to the Deputy Chief Executive and City Treasurer in consultation with the Leader of the Council.
- (vi) Delegate the design and allocation of BEIS Business Support Funding (including the administration of discretionary awards) for the remainder of 2020/21 and the 2021/22 financial year to the Deputy Chief Executive and City Treasurer in consultation with the Leader of the Council.
- (vii) Support the recommendation for the Council to adopt the discretionary business rates scheme and apply the extended Retail Discount and the Nurseries Discount to the appropriate Businesses.
- (viii) Note the introduction of the Breathing Space initiative and the Council's role in the administration and compliance of the scheme.

**Wards Affected:** All

<b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
<p>The Council's budget reflects 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.</p> <p>It will remain important to have a well-developed pipeline of projects including those already set out in the Climate Change Action Plan and the recently launched Economic Recovery and Investment Plan.</p>

<b>Our Manchester Strategy Outcomes</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities.	The effective use of resources underpins the Council's activities in support of its strategic priorities as set out in the Corporate Plan which is underpinned by the Our Manchester Strategy.
A highly skilled city: world class and home-grown talent sustaining the city's economic success.	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities.	
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.	
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**Implications for:**

Equal Opportunities Policy – there are no specific Equal Opportunities implications contained within this report.

Risk Management – as detailed in the report.

Legal Considerations – as detailed in the report.

**Financial Consequences – Revenue and Capital**

The report sets out the announcements in the Spring Budget that relate to local government funding and the potential impact on Manchester City Council. Whilst there is likely to be some additional revenue funding to support specific government objectives (such as tackling Domestic Violence) the individual Local Authority allocations are not yet available.

Several schemes to provide further support to residents are proposed, the associated financial costs are estimated at a total £6m. It is proposed this is funded from uncommitted Contain Outbreak Management Fund grant.

There were a number of investment funds launched which may have capital financial consequences, these funds all appear to use competitive bidding to distribute funding.

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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.

Budget announcement: <https://www.gov.uk/government/news/budget-2021-sets-path-for-recovery>

Documents: <https://www.gov.uk/government/publications/budget-2021-documents>

Factsheet: <https://www.gov.uk/government/news/budget-2021-what-you-need-to-know>

Levelling Up Fund: <https://www.gov.uk/government/publications/levelling-up-fund-prospectus>

The Debt Respite Scheme (Breathing Space Moratorium and Mental Health Crisis Moratorium) (England and Wales) Regulations 2020

<https://www.legislation.gov.uk/ukxi/2020/1311/contents/made>

## **1. Introduction**

- 1.1. This report summarises the announcements in the Chancellor's Spring Budget Statement. In addition, it considers the Covid 19 related funding that is likely to be available and any approvals and delegations that will be required.
- 1.2. The report details the areas of temporary funding that are available to support Manchester residents. The document calculates the impact of the support on the Manchester economy and where known what the plans are for the year ahead. The report also makes some proposals for additional support in key areas to support our most vulnerable residents.
- 1.3. In addition, the Spring Budget announced additional support for local businesses. The report is therefore seeking further delegations for the additional business support funding to administer Government schemes as set out in the recommendations.
- 1.4. Finally, the report will provide details of the Breathing Space initiative that will be introduced in May 2021.

## **2. Chancellor's Spring Budget Announcements**

- 2.1. On 3 March 2021, the Chancellor of the Exchequer, Rishi Sunak MP, delivered the Spring Budget 2021 to the House of Commons with a focus on addressing the ongoing impact of the pandemic and supporting economic recovery efforts. The Budget was based around three elements:

- Responding to Covid-19;
- Investment-led recovery;
- Strengthening public finances.

- 2.2. The main announcements are summarised in the following paragraphs.

### **Economic position and national spending plans**

- 2.3. The Office for Budget Responsibility (OBR) is now forecasting a swifter and more sustained recovery than was forecast last Autumn. A return to pre-Covid-19 levels of economic activity is now expected by the middle of 2022, six months earlier than thought. Whilst unemployment growth has been slowed by furlough and other employment support measures, over 700,000 people have lost their jobs since the pandemic began. The OBR are predicting unemployment to peak at 6.5% (compared to their 11.9% forecast in July 2020).
- 2.4. This has direct implications for the economy and for Local Government including council tax collection and levels of Local Council Tax Support (LCTS). This is an area the Council will continue to monitor closely.
- 2.5. The economy will be 3% smaller in five years' time. GDP growth will be 4% this year, rising to 7.3% in 2022, and then plateauing at 1.6% - 1.7% for the

following three years. To fund the Covid-19 support measures, the Government borrowed £355bn in 2020/21 - reaching 16.9% of GDP – and it intends to borrow a further £234bn in 2021/22, 10% of GDP. The OBR forecast that the underlying debt as a share of GDP will fall to 2.8% of GDP by 2025/26, in part due to the tabled changes to public finances.

- 2.6. There was little in the Budget regarding the Government's spending plans over the medium term, with no plans provided beyond 2021/22, and no changes in existing spending plans. There is no clarity about the overall fiscal policy that the Chancellor will adopt. Any further detail will be provided in the Spending Review later this year.

### **Responding to Covid-19**

- 2.7. The Chancellor announced the extension of Covid-19 support schemes for both individuals and businesses. It is expected, however, that by September 2021 most support will be removed.
- 2.8. Total **support for business** increased by £5bn to reach £25bn. There will be new restart grants to help businesses relaunch their trading safely in 2021/22 as follows:
- Up to £6k, scaled based on rateable value, for non-essential retail;
  - Up to £18k, scaled based on rateable value for hospitality / accommodation / leisure / personal care and gyms; and
  - £425m nationally for a discretionary scheme for businesses in the above categories that are not eligible as they do not have a rateable value (further top up to Additional Restriction Grant).
  - If this is allocated on a population basis, in line with the previous two tranches, the Council will receive £4.174m (only allocated when the full budget to date has been spent).
- 2.9. Local authorities will be responsible for distributing these grants and will receive funding in April 2021 so they can make payments to businesses as soon as possible. In order to allocate the funding in timely way, a delegation is required to enable the funding to be allocated when it is received rather than delaying until the next Executive Committee in June 2021.
- 2.10. In addition, business rates discounts will continue to be provided to eligible businesses in the Retail, Hospitality and Leisure (RHL) sector, and they will receive:
- 100% business rates relief from 1 April 2021 to 30 June 2021.
  - From 1 July 2021, business rates will then be discounted for the remaining nine months of the year by two-thirds (66%), capped at £2m for those businesses required to close from 5 January and £105k for other eligible businesses.
  - Nurseries will also qualify for relief in the same way as other eligible properties.

2.11. Other government business-related support includes:

- The launch of a new coronavirus business interruption loan scheme to run until the end of the year. Loans can be between £25k and £10m.
- To further support the cashflow of businesses, the government is extending the loss carry back rules worth up to £760k per company.

2.12. There were several announcements aimed at **supporting jobs and individuals** through the pandemic, the most significant are:

- Furlough and self-employed grants have been extended to September, although employers are required to contribute 10% in July and 20% in August and September to the furlough scheme.
- Stamp Duty nil rate holiday has been extended to the end of June for properties £500k and below, then to the end of September for properties valued at £250k and below.
- The weekly additional £20 Universal credit uplift will also continue until September.
- A one-off payment of £500 to eligible Working Tax Credit claimants.
- A new mortgage guarantee scheme will enable all UK homebuyers to secure a mortgage of up to £600k with a 5% deposit.
- Increased incentives to hire apprenticeships with an increased payment of £3k; £7m for a new 'flexi-job' apprenticeship programme and an additional £126m for 40,000 more traineeships in England.

2.13. The other main areas of Covid-19 related support are listed below:

- Sporting, cultural and arts organisations will get £690m to help them reopen including:
  - an additional £300m to support theatres, museums and other cultural organisations in England through the Culture Recovery Fund.
  - £90m funding to support government-sponsored national museums in England due to the financial impact of Covid-19.
  - £300m for major spectator sports, supporting clubs and governing bodies in England as fans begin to return to stadia.
- £19m to tackle domestic abuse in England and Wales, with funding for a network of 'Respite Rooms' to support homeless women and a programme to prevent reoffending.
- Extending £500 Test and Trace Support Payments in England until the summer (please see paragraphs 3.25 - 3.32 for further information and the proposed approach to the discretionary scheme).
- An extra £1.65bn for Covid-19 vaccination roll-out in England.
- £28m to increase the UK's capacity for vaccine testing, support for clinical trials and improve the UK's ability to rapidly acquire samples of new variants of Covid-19.
- £22m for a world-leading study to test the effectiveness of combinations of different Covid-19 vaccines.

- A further £5m on top of a previous £9m investment in clinical-scale mRNA manufacturing, to create a 'library' of vaccines that will work against Covid-19 variants for possible rapid response deployment.

### **Investment led recovery**

- 2.14. The Government provided further information on a number of new and previously announced investment programmes which are set out in the paragraphs below.

#### *Community Ownership Fund*

- 2.15. £150m Community Ownership Fund will allow communities across the UK to invest to protect the assets that matter most to them such as pubs, theatres, shops, or local sports clubs. This aims to ensure that important parts of the social fabric can continue to play a central role in towns and villages across the UK. This will form part of the Government's levelling up agenda, helping support recovery and building opportunity. Government will work with local partners throughout 2021 to develop an approach that delivers the infrastructure and regeneration priorities local leaders want to see in their area.

#### *UK Community Renewal Fund over 2021-2022*

- 2.16. The UK Government is providing an additional £220m funding through the UK Community Renewal Fund to help local areas prepare for the launch of the UK Shared Prosperity Fund in 2022. This Fund aims to support people and communities most in need across the UK to pilot programmes and new approaches and will invest in skills, community and place, local business, and supporting people into employment. All places across the UK are eligible for pilot funding but to ensure the UK Community Renewal Fund funding reaches the most in need, government have identified 100 priority places based on an index of economic resilience across Great Britain. Manchester is included within the 100, with GMCA as the lead authority.
- 2.17. Government have identified a lead local authority for each place across the country who will invite bids from a range of project applicants, appraise and prioritise a shortlist of projects up to a maximum of £3m per place, and submit a shortlist of projects to UK Government for assessment and approval.
- 2.18. The UK Community Renewal Fund will help inform the design of the UK Shared Prosperity through funding of one-year pilots, but the Funds are distinct regarding design, eligibility and duration.

#### *Levelling Up Fund*

- 2.19. The government launched the Levelling Up Fund alongside the Budget. Up to £4.8bn until 2024/25 will be available for the across the UK, delivered through Local Authorities. The fund will invest in local infrastructure that has a visible impact on people and their communities including local transport schemes,

urban regeneration projects and cultural assets. The Fund is jointly managed by HM Treasury (HMT), the Ministry of Housing, Communities and Local Government (MHCLG) and the Department for Transport (DfT). This cross-departmental Fund represents a new approach to local investment and aims to take a more holistic approach and end siloes in Whitehall.

- 2.20. The Fund is open to every local area; however, it is especially aimed towards ex-industrial areas, deprived towns and coastal communities. To ensure that funding reaches the places most in need, the government has identified priority places based on an index of local need to receive capacity funding to help them co-ordinate their applications. Significant need is measured by an index considering the need for economic recovery and growth; need for improved transport connectivity; and need for regeneration. Using this index, places have been placed into category 1, 2, or 3, with category 1 representing places with the highest levels of identified need. Manchester is among 123 UK Local Authorities in category 1.
- 2.21. The prospectus sets out the approach for the first round of the Fund, which will prioritise bids that can demonstrate investment or begin delivery on the ground in 2021/22. All funding provided from the Fund must be spent by 31 March 2024, and, exceptionally, into 2024-25 for larger schemes.
- 2.22. The Fund will focus investment in projects that require up to £20m of funding. However, there is also scope for investing in larger high value transport projects, by exception. Bids above £20m and below £50m will be accepted for transport projects only, such as road schemes, and can be submitted by any bidding local authority. The first round of the Fund will focus on three themes: smaller transport projects that make a genuine difference to local areas; town centre and high street regeneration; and support for maintaining and expanding the UK's world-leading portfolio of cultural and heritage assets.
- 2.23. Capacity funding at a flat £125k will be allocated to local authorities most in need of levelling up in England, (as identified in the index). This will help support the relevant local authorities develop high quality bids for the Fund and ensure that investment is targeted where it is needed most. Further guidance on when funding will be allocated and what it can be used for is expected shortly.

*Other planned investment initiatives*

- 2.24. Other planned investment initiatives include:
- The £375m UK-wide 'Future Fund: Breakthrough' will invest in highly innovative companies
  - 8 new Freeports have been announced (East Midlands Airport, Felixstowe & Harwich, Humber, Liverpool City Region, Plymouth, Solent, Thames and Teesside) These are special economic zones with different rules to make it easier and cheaper to do business. They will include infrastructure planning, customs and favourable duties and taxes.

- Help to Grow (Management) scheme - a new UK-wide management programme to upskill 30,000 SMEs in the UK over three years.
- Help to grow (digital) scheme – to help 100,000 SMEs save time and money by adopting productivity-enhancing software.
- From 1 April 2021 until 31 March 2023, companies investing in qualifying new plant and machinery assets will benefit from a 130% first-year capital allowance.
- The new UK Infrastructure Bank (based in Leeds) will provide financing support to private sector and local authority infrastructure projects across the UK.
- Green gilt will be launched this Summer, the issuance for 2021/22 will be at least £15bn. Detail to follow on the expenditure to be financed to meet the governments green objectives.

### **Strengthening public finances**

2.25. There were some changes to taxation levels and a number will continue to be held for now. The main items are listed below

- Maintaining the income tax Personal Allowance and higher rate threshold from April 2022 until April 2026.
- No change to inheritance tax until 2026.
- VAT registration threshold to stay at £85k.
- VAT – the 5% reduced rate of VAT will be extended until the end of September. Then it will be gradually increased, at 12.5% for 6 months, before returning to the standard rate from April 2022.
- £100m for new HMRC task force to clamp down on tax evasion and avoidance.
- In 2023 Corporate Tax rate will increase to 25%. Small profits (below £50k) rate will be retained at 19% tapering to 25% for those with profits over £250k.
- Planned fuel and alcohol duty increases cancelled.
- Pension Lifetime allowance maintained at £1,073,100 until April 2026.

### **3. Impact of additional Covid-19 funds on Manchester**

3.1. During 2020/21 financial year, the government provided additional funds to the Council as well as temporary changes to means tested benefits support. The following paragraphs model the financial impact of the changes and how much they have been worth to the Manchester economy.

#### **Universal Credit**

3.2. During 2020/21 there was a universal uplift of £20 to all recipients of UC. This was announced as a temporary change by the government to support households during the pandemic. This was due to end at the end of March 2021.



- 3.3. Universal Credit is complex, and the modelling has had to consider the reduced allowance payable to those who are in work, the differing allowances for single individuals and couples and the annual increase due for 2021/22.
- 3.4. Financial Impact: If the uplift to Universal Credit is removed, a decrease in benefits income for Manchester residents of £4.8m per month (c.£1.1m pw) is predicted. This equates to an annual impact on the Manchester economy of £57.6m. This figure is an estimate, but consideration has been given to the presence of single individual claims and joint claims by couples so is as accurate as we can predict based on the data held. The reduction in Universal Credit allowance relating to claimants in paid employment has also been incorporated. The small annual increase to Universal Credit for the 2021/22 financial year has also been included.
- 3.5. The removal of the uplift will have the highest impact on single claimants aged under 65 who would lose around 25% of their monthly Universal Credit payments. There are Manchester residents on 'legacy benefits' who are yet to transfer to Universal Credit. These residents have not had the benefit of the Covid-19 related uplift.
- 3.6. The announcement within the budget that this will be continued for six months until the end of September 2021 is positive and will have a significant impact on households within the city. However, if this is withdrawn at this point it will have a significant detrimental impact on the local economy with a loss of £1.1m per week.

### **Tax Credits**

- 3.7. During 2020/21 there was a universal uplift of £20 to all recipients of tax credits. This was announced as a temporary change by the government to support households during the pandemic. This was due to end at the end of March 2021.
- 3.8. The latest data estimates show that there are 39,500 families in Manchester in receipt of Working Tax Credit.
- 3.9. Financial Impact: If the uplift to tax credits is be removed there will be a decrease in benefits income for Manchester residents of £3.4m per month (c.£790k pw) is predicted. An annual impact on the Manchester economy of £40.8m. This is modelled based on a simple multiplication of total claimants x £20pw (39,500 x £20 = £790,000pw).
- 3.10. The announcement within the budget that this will be continued for six months until the end of September 2021 is positive and will have a significant impact on households within the city. However, if this is withdrawn at this point it will have a significant detrimental impact on the local economy as detailed above.

### **Local Housing Allowance**

- 3.11. **Local Housing Allowance 2020/21**- Local Housing Allowance (LHA) is used to calculate the amount of housing benefit residents living in the private rented sector receive. It is calculated using the 30th percentile of market rents in Broad Rental Market Areas (BRMAs), as set by the Valuation Office Agency (VOA) and linked to travel to work areas.
- 3.12. Manchester is covered by two different BRMAs - the Central GM BRMA which covers all of the city except Wythenshawe, which is covered by the Southern GM BRMA. In April 2021, the LHA rate was increased to reflect changes in rents across various parts of the country.
- 3.13. Financial Impact: It is estimated the increase in LHA has led to Manchester residents receiving up to an extra £3.184m per month. An annual impact on the Manchester economy of £38.2m. However, this information is only available for households still claiming Housing Benefit – therefore the analysis is based on a couple of key assumptions including that all households claim the full allowance of LHA and the proportion of households eligible for each bedroom size is the same for households claiming Housing Benefit and Universal Credit.
- 3.14. **Local Housing Allowance 2021/22** - Whilst there do not appear to be any plans to remove this increase, an Office for Budget Responsibility (OBR) report from November 2020 said the government has decided that LHA rates “will be frozen in cash terms from 2021/22 onwards”. The result is that if rents continue to increase then the proportion of housing accessible to LHA claimants will once again become limited to the city’s most affordable neighbourhoods in certain parts of North & East Manchester. It is worth noting that whilst there is no timetable for future increases included in the report – past freezes have lasted for several years including a four-year freeze from April 2015.

### **Free School Meals**

- 3.15. **Free school meals 2020/21** - The government approach to free school meals support has been fluid and reactive. Although there have been several schemes in operation since April 2020 it is only the most recent scheme funded by the government Winter Support Grant and administered by the Council for the Christmas holidays working directly with schools based on their records, that has had full reach and 100% coverage of all eligible children and families in the city.
- 3.16. The Winter Support Grant has recently been extended and now covers the period up to 16 April 2021. This means that the Council has received budget that has allowed us to set up a scheme that covers the February half-term and the Easter holidays.
- 3.17. Manchester has circa 35,000 children that meet the criteria for free school meals and are aged between 5 and 16. FSM does not include children under five, those young people who are in further education or those that are in families that are classified as no recourse to public funds.

- 3.18. **Free school meals 2021/22** - To date funding for free school provision has not been confirmed beyond the Easter Holiday with confirmation from DWP on 1 March that the Winter Support Grant will be extended to cover the Easter holidays. Manchester's allocation is £897k.
- 3.19. Full, free school meal provision across the city for the remainder of the 2021/22 financial year (based on current numbers of those eligible and an allowance for a 5% increase in FSM eligibility and a £15 per week award per week for the remaining eleven weeks school holiday) is worth £6.93m or £615k per week.

### **Hardship Payment to Local Authorities**

- 3.20. **Hardship Payment Grant 2020/21** - In 2020/21 the Council received a one-off government grant to support hardship payments by the Council. The main condition was that this provided a one-off grant of £150 to all working-age recipients of Council Tax Support within the 2020/21 financial year. The increased churn and caseload have meant that £7m, almost 87%, will be used to support this group (43,000 households), leaving approximately £0.5m of the budget to support other important initiatives. These other initiatives include:

- Digital support to residents
- Support to the food response hub
- Additional support to the welfare provision fund
- Carers support fund

- 3.21. **Hardship payment grant 2021/22** - The Hardship Grant was a one-off grant which will not be repeated in 2021/22. The Council received a non-ringfenced grant of £6.9m as part of the Finance Settlement. This was a non-ringfenced grant which could be used to extend the provision but was predominately to compensate local authorities for the reduction in Council Tax they will receive due to the increase in numbers of those on Council Tax Support. Due to the difficult financial position of the Council and the impact of the increased numbers on CTS (the following table shows the split across working age and non-working age) this funding has been applied to support the budget bottom line.

<b>Date</b>	<b>Working Age UC</b>	<b>Working Age No UC</b>	<b>Working Age All Cases</b>	<b>Pension Age All Cases</b>	<b>Total All Cases</b>
1/4/2020	12,250	22,095	34,345	16,264	50,609
1/3/2021	17,727	19,479	37,206	15,786	52,992

- Between 1/4/19 - 1/3/20 the overall CTS caseload fell by 2.89%
- Between 1/4/20 - 1/2/21 the overall CTS caseload has risen by 4.71%
- Between 1/4/19 - 1/3/20 the working age CTS caseload fell by 2.24%
- Between 1/4/20 - 1/3/21 the working age CTS caseload has risen by 8.33%

**Contain Outbreak Management Funding (COMF)**

- 3.22. The COMF funding is a non-ringfenced grant to support local authorities in their efforts to contain the spread of Covid-19 and support local public health activities. Initially this was based on the Covid-19 Tier system and provided monthly payments to local authorities facing higher restrictions until the end of the financial year:
- Upper tier local authorities in Tier 3 will be eligible to receive funding of £4 per head of population per month
  - Upper tier local authorities in Tier 2 will be eligible to receive funding of £2 per head of population per month
  - Those authorities in Tier 1 will not be eligible for monthly funding
  - Local authorities that moved into local Covid-19 alert level: Very High prior to the implementation of national restrictions on 5 November were eligible for a top-up payment from the fund, in recognition of the extended time those areas were under higher restrictions.
- 3.23. This funding has now been made available from the end of national restrictions on 2 December until the end of this financial year and was subject to a review in January 2021. Manchester has received £10.2m up to the end of January 2021 and will receive a further £2.2m per month for February and March bringing the 2020/21 total to £14.6m. Much of the capacity required has been provided from within existing resources and to date £4.3m has been committed as follows:
- Resources to support targeted test at scale - £1.2m
  - Increased capacity to respond to local outbreaks of £2.370m, made up of:
    - Compliance and enforcement - £361k
    - Business engagement - £313k
    - Environmental Health - £1.194m
    - Anti-Social Behaviour Action Team (ASBAT) - £145k
    - Covid-19 Marshalls - £357k
  - Reinforce public health messages - £345k
  - Voluntary Community and Social Enterprise (VCSE) support for fund mental health and well-being over winter - £400k
- 3.24. This leaves a balance of funding of £5.843m, rising to £10.280m when the further funding is received for February and March. It has not yet been confirmed what funding will be received to support the COVID-19 roadmap in 2021/22.
- 3.25. Resource planning is underway for 2021/22 linked to the refresh of the Manchester 12-Point Plan and activities to support the Manchester Recovery Plan. However, it is likely that sufficient resources will be released to enable the Council to provide further support to residents who are likely to be facing hardship from the continued lockdown and when the additional support measures in place start to unwind. This is partly because the Council has used the £5.7m grant to support the budget bottom line for 2021/22, taking into account the actual and projected increase in numbers receiving council tax

support. It is also due to the fact that some of additional capacity required to support all of the additional covid activity has been contained within existing capacity and partnership resources. With the budget cuts and ongoing nature of the activity this will not be possible in 2021/22.

### **Test and Trace Support Payment Funding**

- 3.26. Following the introduction of the legal obligation to self-isolate when testing positive for Covid-19 or identified as a contact by NHS Test and Trace, the Government introduced the Test and Trace Support Payment (TTSP) scheme, effective from 28 September 2020, to pay £500 to support employed and self-employed residents on low incomes who cannot work during the self-isolation period and will suffer a loss of income as a result.
- 3.27. There are core and discretionary elements to the scheme. In addition to the criteria indicated above the core scheme applies to people receiving Universal Credit, Working Tax Credit, income-based Employment and Support Allowance, income-based Jobseeker's Allowance, Income Support, Housing Benefit and/or Pension Credit.
- 3.28. The discretionary scheme is for people not in receipt of means tested benefits. An AGMA wide approach to the discretionary scheme was agreed with criteria including income limits and property related costs, including rent/mortgage and Council Tax liability. Residents with no recourse to public funds were also included.
- 3.29. The TTSP scheme was first planned to run to 31 January 2021, then extended to 31 March 2021, and has now been extended to 30 June 2021.
- 3.30. The core element is fully funded by the Government while the discretionary element has restricted funding provided. The Government increased the discretionary pot in January 2021 from £226,671, covering up to 453 awards, to £290,500, covering up to 581 awards. A further increase in the discretionary pot was advised in late February bringing the total to £395,500, covering up to 791 awards.
- 3.31. In late February 2021 the Government announced additional planned changes to the TTSP scheme with the primary aim of including parents and carers who need to take time off to support a child who is isolating. It is understood that this will apply from 8 March 2021 in line with the schools fully reopening. Full details of the eligibility criteria and further additional funding have yet to be confirmed.
- 3.32. Spend against the core and discretionary elements of the scheme are shown in the following table:

<b>TTSP Awards 28/9/20 - 1/3/21</b>		
<b>Core Scheme (fully funded)</b>	<b>Disc Scheme (£395,500 funded)</b>	<b>Total</b>
£735,000 spent	£211,500 spent	£946,500

3.33. Delivery of the TTSP scheme during the first quarter of 2021/22 will be informed by the full details of the eligibility criteria and funding provided by Government. The Council's approach is to maximise the number of awards made in order to deliver the best public health outcomes.

**4. Proposals for additional spend in 2021/22 to support vulnerable residents**

4.1. In the new financial year, additional funds could be used to support the following priorities.

**Additional support to residents in receipt of CTS towards the Council Tax that is due.**

4.2. The £150 that was paid to all working age households in receipt of Council Tax Support has been an important initiative for many low-income families in the city. It meant that for a single person in a band A property that they did not have anything to pay and for a couple it left them £50 to pay. This is the difference of an additional £2 or £3 disposable income each week and supports the poorest working age families in the city. In addition, by clearing the amount owed it reduces administration and the potential for further recovery action and costs.

4.3. The following table shows the impact of the grants on 2020/21 and shows what could be offered based on discretionary hardship award of various grant options of £50, £100 and £150.

	<b>Band A</b>	<b>Band B</b>	<b>Band C</b>
<b>20/21</b>			
<b>Full charge</b>			
Annual bill	1,149.80	1,341.43	1,533.08
Amount to pay on full CTS	201.22	234.75	268.29
Balance after £150 hardship	51.22	84.75	118.29
<b>Single person discount</b>			
Annual bill	862.36	1,006.07	1,149.81
Amount to pay on full CTS	150.91	176.06	201.21
Balance after £150 hardship	0.91	26.06	51.21
<b>21/22</b>			
<b>Full charge</b>			
Annual bill	1,203.89	1,404.52	1,605.18
Amount to pay on full CTS	210.68	245.79	280.91
Balance after £150 hardship	60.68	95.79	130.91
Balance after £100 hardship	110.68	145.79	180.91
Balance after £50 hardship	160.68	195.79	230.91
<b>Single person discount</b>			
Annual bill	902.92	1,053.39	1,203.89

Amount to pay on full CTS	158.01	184.34	210.68
Balance after £150 hardship	8.01	34.34	60.68
Balance after £100 hardship	58.01	84.34	110.68
Balance after £50 hardship	108.01	134.34	160.68

4.4. Based on the 2020/21 awards with a 4.99% uplift in the Council Tax due as well as a 10% increase in recipients to take into account further additional CTS claims and churn in the caseload in the year ahead, the indicative\* costs would be

- £50 award to all working age households = £2.5m
- £100 award to all working age households = £5m
- £150 award to all working age households = £7.5m

\*the withdrawal of the furlough scheme and delays to economic recovery could mean that the number of households in receipt of benefits could be higher than this during the 2021/22 financial year.

4.5. In addition to the standard £150 hardship awarded, the Council has also awarded standard payments of discretionary support amounting to circa £150k for the financial year; and 2-Child Limit discretionary payments amounting to around £77k.

4.6. If possible, a further budget award of £100k would be beneficial to pick up support to households, including those affected by Covid-19 etc. who may not qualify for CTS or means tested benefits as well as continuing to support families.

#### **Free School Meal provision**

4.7. Whilst the provision for the Easter holiday starting on 1 April has been confirmed through the extension of the Winter Support Grant payments and £385k specific funding has been made available via the Holiday Activities and Food Programme, there is no funding for provision beyond this. Given the Summer half term is in May there is limited time to establish a new scheme after Easter. It is proposed to use the relevant funding sources to provide 3 weeks of provision at a £15 per week award which will cover the Easter Break and the half term period. It should be noted that some schools have a one-week Easter break and two weeks for half term making it difficult to have an equitable scheme that purely covers the Easter period.

4.8. For the summer holidays, much more detailed consideration is required, considering the Holiday Activities and Food Programme and the fact that play groups and leisure centres will be operational and if any further support is required this will be reported back to Executive in due course.

#### **Continuing the additional welfare support schemes**

- 4.9. As outlined above, the Hardship Grant was also used to support digital support to residents and fund the £100k Carers Support Fund.
- 4.10. **Additional support to carers in the city** - As described above funding of £100k was made available to support Carers during the Covid-19 pandemic. It is expected that the full grant will be used. At the end of February 2021 of 698 applications processed, 560 applications (80%) have been approved, awarding 994 items (bed / bedding / cash-grant / travel / utilities / white-goods) to a value of £89,566.
- 4.11. The scheme has been found to provide valuable support and a business case has been produced by the Director of Adult Social Care requesting that this grant scheme is continued in the year ahead at an ongoing cost of £100k per year.
- 4.12. **Tackling Digital Exclusion** - There is a proposal to invest further funding for the delivery of a digital inclusion activities linked to investment from Manchester Health and Community Care's (MHCC) Digital Transformation Group (DTG) and the Community Champions programme. Activities will deliver the objectives of MHCC's Access to Digital Health and Wellbeing and Care Services Workstream Group and the wider Digital Inclusion Action Plan led by the Council.
- 4.13. In addition, increased investment from healthcare partners will support the growth of collaboration around health, wellbeing, and care services - supporting the city's wider inclusion and skills priorities. A full business case has been prepared for a £497k scheme that will deliver this agenda for the city. This has the support of MHCC for £100k funding, MHCLG communities champion funding of £123k and requires £274k funding from the Council to deliver the full scheme.
- 4.14. **Temporary Absence outside Great Britain** - in May 2020 the Department for Work and Pensions issued advice that Housing Benefit (HB) claims for people who are abroad and will be absent from home for more than four weeks should be kept in payment until such time as they are able to return to their home. Executive approved a recommendation for this change to be replicated within the Council's Council Tax Support Scheme in 2020/21 so that residents benefit from the relaxation of this rule. The DWP advice remains in operation and it is proposed that this continues to apply to the Council's Council Tax Support Scheme in 2021/22 for the duration of the DWP recommended approach. The Benefits Service are not aware of any cases where this approach has been triggered and the cost to the Council is likely to be nil.

**Summary of additional support to residents proposed**

- 4.15. Consideration should be given to utilising some of the additional available funding in 2021/22 to provide:
- Additional Council Tax Support of £100 per resident - £5m
  - Summer half term Free School Meals provision - £673k



- Support with Council Tax- £200k
- Extension to Carers Scheme - £100k
- Digital Champions - £274k

4.16. The estimated total cost of these initiatives is £6.2m. It is proposed this is funded from the uncommitted COMF funding for 2020/21 of £10.3m, leaving a balance of c£4.1m available to support additional resource planning requirements in the remainder of 2020/21 and in 2021/22.

## 5. **Support to Business**

### **Business Rates Grants**

5.1. The Council will establish a scheme to administer the Business Rates Grants announced in the Spring Budget. The detailed guidance is due to follow in a few weeks which will inform how the scheme is administered. The grants will be:

- Up to £6k, scaled based on rateable value, for non-essential retail;
- Up to £18k, scaled based on rateable value for hospitality / accommodation / leisure / personal care and gyms; and
- £425m nationally for a discretionary scheme for businesses in the above categories that are not eligible as they do not have a rateable value (further top up to Additional Restriction Grant). If this is allocated on a population basis, in line with the previous two tranches, the Council will receive £4.174m.

5.2. For the main restart schemes, where the Council is acting as agent for the Government and passporting the grants on their behalf, these payments will be netted off the grant received and will not be shown gross in the budget. For the discretionary scheme the funding will be added to the Council's budget via the combined authority.

5.3. Funding is due to be received in April 2021. In order to allocate the funding in timely way, a delegation is required to enable the funding to be allocated when it is received rather than delaying until the next Executive Committee in June 2021.

### **Business Rates reliefs and discounts**

5.4. In the budget on 3 March 2020, the Chancellor of the Exchequer announced that the Expanded Retail Discount and Nurseries Discount, introduced in March 2020, would be extended. This section of the report:

- Outlines how the extended discount will work; and
- Seeks approval to continue to award the Expanded Retail Discount in line with the guidance issued by the Government.

### **Expanded Retail Discount and Nurseries' Discount for 2021/22**

- 5.5. Since 2019/20 the government has provided a 100% Business Rates Retail Discount for retail properties which for 2020/21 it expanded to include the leisure and hospitality sectors. There was also a 100% discount for premises occupied by providers on Ofsted's Early Years Register and wholly or mainly used for the provision of the Early Years Foundation Stage and which are subject to business rates in the year 2020/21 (Nurseries Discount).
- 5.6. On 3 March 2021 the government confirmed that the Expanded Retail Discount and the Nurseries Discount would continue to apply in 2021/22 at:
- 100% for three months, from 1 April 2021 to 30 June 2021, and
  - at 66% for the remaining period, from 1 July 2021 to 31 March 2022.
- 5.7. The Government confirmed that there would be no cash cap on the relief received for the period from 1 April 2021 to 30 June 2021. From 1 July 2021, the Expanded Retail Discount will be capped at £105,000 per business, or £2 million per business where the business is in occupation of a property that was required, or would have been required, to close, based on the law and guidance applicable on 5 January 2021.
- 5.8. For nurseries there will be a cash cap of £105,000 for all eligible businesses.
- 5.9. As this is a measure for 2021/22 only, the government is not changing the legislation relating to the reliefs available to properties. Instead, the government will reimburse local authorities that use their discretionary relief powers under section 47 of the Local Government Finance Act 1988 (as amended), to grant relief. The Council as a billing authority must adopt a local scheme and determine in each individual case when, having regard to the published guidance, to grant relief under section 47.
- 5.10. As the government will fully reimburse local authorities for the local share of the discretionary relief, using a grant under section 31 of the Local Government Act 2003, there is no financial cost to the Authority of implementing the scheme

### **Nurseries' Discount**

- 5.11. The Government also confirmed that the Nurseries Discount would also continue along the same lines
- Extended for three months, at 100%, uncapped, for the period 1 April 2021 to 30 June 2021.
  - From 1 July 2021 to 31 March 2022 the Nursery Discount would apply at 66% relief for eligible properties, with a cash cap of £105,000.
- 5.12. Executive are asked to support the recommendation for the Council to adopt the discretionary business rates scheme and apply the extended Retail Discount and the Nurseries Discount to the appropriate Businesses.

- 5.13. Local authorities will be compensated for the loss of income as a result of these measures and will receive new burdens funding for administrative and IT costs. However, it should be noted that the administrative and checking processes will be complex for local authorities to administer and at this stage we do not know if the amount awarded in new burdens will completely cover the costs of delivery of the scheme.

## **6. Breathing Space**

- 6.1 Breathing Space is new statutory scheme that will start on 4 May 2021. The scheme provides for a breathing space moratorium and a mental health crisis moratorium. Breathing space aims to help people in problem debt to better manage their finances, seek professional debt advice and reach sustainable solutions.
- 6.2 A standard breathing space moratorium will provide protections for people in problem debt by pausing enforcement action from creditors, and freezing charges, fees and certain interest on qualifying debts for up to 60 days. For people receiving mental health crisis treatment, a mental health crisis moratorium provides further protections and lasts as long as a person's mental health crisis treatment, plus 30 days.
- 6.3 Local authorities may be affected by breathing space in 3 different ways:
- As creditors, in relation to 'qualifying debts' owed to them. Almost all kinds of debts can be included in a moratorium, including council tax, parking charges and sundry debts;
  - Where debt advisers employed by the Local Authority provide debt advice to residents and can offer a moratorium; and
  - Where Approved Mental Health Professionals (AMHPs) employed by the Local Authority provide evidence to a debt adviser certifying someone is receiving mental health crisis treatment in order for the debt adviser to then initiate a mental health crisis moratorium.
- 6.4 Officers from across the Council will be working to deliver the scheme for the implementation date where necessary engaging with partners.

## **7. Conclusion**

- 7.1. Covid-19 continued to dominate the Spring Budget. The Government's extension of current support measures is welcome, but the delayed confirmation will have had an adverse impact on many businesses and organisations. A number of announcements lack detail, with further clarity needed over the coming weeks.
- 7.2. The Chancellor's multi-year Spending Review is expected later this year, this will initially set out the level of funding for the Local Government Sector with individual authority allocations being announced later in the year. This is an area that is creating significant uncertainty for the sector as a whole and will be key to how the local government sector is funded from 2022/23 onwards.

The sector is also awaiting further news as to whether the funding reforms for Local Government and Business Rates will go ahead from April 2022. There was notably no support for social care and no mention of the Social Care Green Paper; this remains a huge gap in the Government's funding provisions and a major concern for local authorities.

- 7.3. There were limited Manchester-specific announcements beyond confirmation of eligibility for the Levelling Up Fund and Community Renewal Fund which demonstrated the Government's continued prioritisation of competitive bidding processes over devolved monies. Whilst investment funding is welcome the Council will need to consider the resources it has available to support bids to be made.

**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 17 March 2021

**Subject:** Capital Programme Update

**Report of:** Deputy Chief Executive and City Treasurer

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### **Summary**

This report informs members of requests to increase the capital programme, seeks approval for those schemes that can be approved under authority delegated to the Executive and asks the Executive to recommend to the City Council proposals that require specific Council approval.

### **Recommendations**

To recommend that the Council approve the following changes to Manchester City Council's capital programme:

1. Neighbourhoods – Chorlton Library Refurbishment. A capital budget increase of £0.600m is requested, funded by borrowing, and a capital budget virement of £0.105m, funded by Open Libraries Project.
2. Growth and Development – Campfield Redevelopment Acquisition of Castlefield House. A capital budget virement of £3.735m is requested, funded by Sustaining Key Initiatives budget.
3. Growth and Development – Hammerstone Road Additional Funding. A capital budget increase of £4.969m is requested, funded by borrowing.
4. Highways Services - Accident Reduction and Local Community Safety Schemes. A capital budget virement of £2m is requested, funded by Other Improvement Works budget.

Under powers delegated to the Executive, to approve the following changes to the City Council's capital programme:

1. Neighbourhoods – Wythenshawe Cycling Hub. A capital budget increase of £0.500m is requested, funded by External Contribution, and a capital budget virement of £0.599m is requested, funded by Parks Development Programme.
2. Highways Services – Off Street Parking Priority Works. A capital budget increase of £0.606m is requested, funded by Capital Receipts.
3. Growth and Development – Carbon Reduction Programme. A capital budget increase of £1.323m is requested, funded by External Contribution.

4. Children's Services - Schools Capital Maintenance Programme. A capital budget increase of £1.287m is requested, funded by Government Grant.

To note increases to the programme of £1.690m as a result of delegated approvals

To note virements in the programme of £27.338m as a result of virements from approved budgets

**Wards Affected:** Various

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

All capital projects are reviewed throughout the approval process with regard to the contribution they can make to Manchester being a Zero-Carbon City. Projects will not receive approval to incur costs unless the contribution to this target is appropriate.

<b>Our Manchester Strategy outcomes</b>	<b>Contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Contributions to various areas of the economy including investment in ICT services, Housing, and leisure facilities.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Investment provides opportunities for the construction industry to bid for schemes that could provide employment opportunities at least for the duration of contracts
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Improvements to services delivered to communities and enhanced ICT services.
A liveable and low carbon city: a destination of choice to live, visit, work	Investment in cultural and leisure services and housing.
A connected city: world class infrastructure and connectivity to drive growth	Through investment in ICT and the City's infrastructure of road networks and other travel routes.

**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 recommendations in this report, if approved, will have no impact on the Council's revenue budget.

**Financial Consequences – Capital**

The recommendations in this report, if approved, will increase Manchester City Council's capital budget by £9.285m across the financial years as detailed in Appendix 1.

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**Background documents (available for public inspection):**

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

- Report to the Executive 12 February 2020 – Capital Strategy and Budget 2019/20 to 2023/24
- Report to the Executive 11 March 2020 - Capital Programme Update
- Report to the Executive 3 June 2020 – Capital Programme Update
- Report to the Executive 3 July 2020 – Capital Programme Update
- Report to the Executive 29 July 2020 - Capital Programme Update and Capital Budget Monitoring 2020/21
- Report to the Executive 9 September 2020 – Capital Programme Update

- Report to the Executive 14 October 2020 - Capital Programme Update and Capital Budget Monitoring 2020/21
- Report to the Executive 11 November 2020 – Capital Programme Update Report
- Report to the Executive 20 January 2021 - Capital Programme Update Report
- Report to the Executive 17 February 2021 – Capital Budget Monitoring 2020/21



## **1.0 Introduction**

- 1.1 This report outlines the requests for changes to the capital budget from 2020/21.

## **2.0 Background**

- 2.1 In February each year the Executive receives a report on the capital budget for the forthcoming five financial years and approves a series of recommendations to the City Council which then constitute the approval of the five-year capital programme. Proposals for the capital budget were presented to the Executive on 12 February 2020.
- 2.2 The capital programme evolves throughout the financial year, and as new projects are developed, they will be reviewed under the current governance framework and recommendations made regarding whether they should be pursued.
- 2.3 The following requests for a change to the programme have been received since the previous report to the Executive on 17 February 2021.
- 2.4 Note that where requests are made in the report to switch funding from capital to revenue and to fund the revenue spend from the Capital Fund, this is a funding switch from within the capital programme and will not have a negative impact on the Fund itself.
- 2.5 For the changes requested below, the profile of the increase, decrease or virement is shown in Appendix 1 for each of the projects.

## **3.0 City Council's Proposals Requiring Specific Council Approval**

- 3.1 The proposals which require Council approval are those which are funded by the use of reserves above a cumulative total of £2.0m, where the use of borrowing is required or a virement exceeds £0.500m. The following proposals require Council approval for changes to the capital programme:
- 3.2 Neighbourhoods - Chorlton Library Refurbishment. Chorlton Library is Manchester's oldest operational branch library having opened in 1914 and is now badly in need of significant repair and maintenance as identified by a recent condition survey. Libraries also want to introduce the Open Plus access system to increase opening hours for the local community. The scheme will remodel the 1970s extension of the building at the rear to introduce another community meeting room, whilst refurbishing the existing meeting room which is very heavily used in an area that has a lack of such space, and thus helping to sustain community activity. A capital budget increase of £0.600m in 2021/22 is requested, funded by borrowing, and a capital budget virement in 2021/22 of £0.105m, funded by Open Libraries Project

- 3.3 Growth and Development – Campfield Redevelopment Acquisition of Castlefield House. It is proposed that the Council acquires Castlefield House from Allied London in order to facilitate the redevelopment of Campfield Yard. The larger project will restore and safeguard two Grade II listed historical market building assets for future public use together with the environmentally sustainable refurbishment of a poor quality 1970's commercial building. Highly adaptable workspace for the media, tech, digital and creative sectors will be provided. A capital budget virement of £3.735m in 2021/22 is requested, funded by Sustaining Key Initiatives budget.
- 3.4 Growth and Development – Hammerstone Road Additional Funding. Following the approval for capital expenditure to refurbish the Hammerstone Road depot and the progression thorough RIBA Stage 3, it was requested that a full review of the requirements of what the Council needs from the depot take place. This review, along with more intrusive surveys, has been carried out with extensive stakeholder engagement. The key changes required from stakeholders include a new security lodge with barrier system and CCTV to protect the valuable vehicles and stores on site; changes to the gritter store to accommodate a new vehicle and to improve security; a larger elections store with an area to prepare ballot boxes and provide a safe, long term store; retention and relocation of the fuel pumps which are still required by service users and additional EV charging points.
- 3.5 In addition to requirements from stakeholders, design development resulting from detailed design and intrusive surveys identified additional works required across the site reflecting the poor condition of the depot. These include new underground drainage and attenuation works to meet the latest UU discharge rates, repair of a collapsed internal surface water drain; the external wall requires extensive repair following Structural Condition report; addition of two fire escapes required to comply with fire regulations, and additional structural works to the roof with additional asbestos removal.
- 3.6 The complex logistics plan to support Biffa remaining operational on the site has now been developed, requiring additional temporary accommodation, and the need to move Biffa teams earlier due to the poor condition of the roof resulting in flooding. Extensive planning has been undertaken with Biffa to ensure the design is fit for purpose for their operation, particularly the inclusion of the enhanced electric vehicle charging required to support the new electric fleet vehicles. There has also been a refresh of the market costs and confirmed contractor pricing has resulted in price increases due to the increased scope and design development, as well as inflation and market conditions. A capital budget increase of £4.969m in 2022/23 is requested, funded by borrowing.
- 3.7 Highways Services - Accident Reduction and Local Community Safety Schemes. The scheme will deliver improved road safety at multiple locations across the city, providing additional protection for all users of the public highway. Funding will be spent delivering accident reduction schemes that have been prioritised using a criteria matrix of accident data and existing safety features as well as those which are the highest priority for local

communities. A capital budget virement of £2m in 2021/22 is requested, funded by Other Improvement Works budget.

#### **4.0 Proposals Not Requiring Specific Council Approval**

- 4.1 The proposals which do not require Council approval and only require Executive approval are those which are funded by the use of external resources, use of capital receipts, use of reserves below £2.0m, where the proposal can be funded from existing revenue budgets or where the use of borrowing on a spend to save basis is required. The following proposals require Executive approval for changes to the City Council's capital programme:
- 4.2 Neighbourhoods – Wythenshawe Cycling Hub. This proposal will develop the City's first Cycling Hub Facility at Wythenshawe Park, and will address the inactivity levels in South Manchester and support people within the catchment area to access cycling in a traffic free environment within 15 minutes from where people live. Extensive stakeholder input and community consultation has been undertaken to inform the plans for the site and the Council has sought specialist support to test the feasibility and buildability of the scheme to ensure proposed cycling facilities. A capital budget increase of £0.500m in 2021/22 is requested, funded by External Contribution, and a capital budget virement of £0.599m in 2021/22 is requested, funded by Parks Development Programme.
- 4.3 Highways Services – Off Street Parking Priority Works. Following the termination of the joint venture agreement with NCP for the Council's off street car parks the affected car parks are now run on an 'in house' basis. Professional surveyors have identified priority works that should be undertaken in the first 12 months of the car parks being run in house. It is imperative from a public safety perspective that these works are completed to ensure that the car parks remain safe for use by the public. A capital budget increase of £0.606m in 2021/22 is requested, funded by Capital Receipts.
- 4.4 Growth and Development – Carbon Reduction Programme. The Zero Carbon Estate Programme successfully bid for European Regional Development Funding (ERDF) funding as part of the Unlocking Clean Energy in Greater Manchester (UCEGM) Consortium. UCEGM is a pioneering project that will deliver a number of renewable schemes across the city region and create a blueprint that can be replicated in other regions across the UK aiming for Net Zero carbon emissions. Manchester's has secured funding to support the delivery of a large Solar Car Port installation at the National Cycling Centre and a large rooftop Solar PV plus battery storage installation at our Hammerstone Rd Depot. These will deliver 1.6MWp of renewable capacity and save 415 tCO<sub>2</sub> per annum from our direct carbon emissions. The funding is to be match funded from the current Carbon Reduction Programme budget. A capital budget increase of £1.323m in 2021/22 is requested, funded by External Contribution.

4.5 Children's Services - Schools Capital Maintenance Programme. The Council receives grant funding each year from the Department for Education for maintenance to the school estate. In June 2020, the Prime Minister announced additional funding for repairs and upgrades to school buildings, on top of funding already allocated this year. Funding will be used to address condition needs identified in the Council's estate of maintained schools which includes community, voluntary controlled and foundation schools. A capital budget increase of £1.287m in 2021/22 is requested, funded by Government Grant.

## **5.0 Delegated budget Approvals**

5.1 There have been increases to the programme totalling £1.690m as a result of delegated approvals since the previous report to the Executive on 17 February 2021. These are detailed at Appendix 2.

## **6.0 Virements from Approved Budgets**

6.1 Approval has been given for a capital budget virement for Coop Academy Belle Vue - Full Project. This project will deliver a new 1200 place (8 Form Entry) secondary school with associated grounds and infrastructure works on the site of the Showcase Cinema on Hyde Road in readiness for September 2023 opening. The project is funded by £23.474m Unallocated Education Basic Need budget and £3.864m Unallocated Presumption Free School Grant.

## **7.0 Prudential Performance Indicators**

7.1 If the recommendations in this report are approved the General Fund capital budget will increase by £9.285m, across financial years as detailed in Appendix 1.

7.2 This will also result in an increase in the prudential indicator for Capital Expenditure in corresponding years. Monitoring of all prudential indicators is included within the Capital Monitoring Report during the year.

7.3 There is an increase in the requirement for prudential borrowing, however, this has already been assumed within the City Council's revenue budget and therefore there is no impact on the City's Council Tax.

## **8.0 Contributing to a Zero-Carbon City**

8.1 All capital projects are reviewed throughout the approval process with regard to the contribution they can make to Manchester being a Zero-Carbon City. Projects will not receive approval to incur costs unless the contribution to this target is appropriate.

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

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

9.1 Contributions to various areas of the economy including investment in ICT services, housing, and leisure facilities.

### **(b) A highly skilled city**

9.2 Investment provides opportunities for the construction industry to bid for schemes that could provide employment opportunities at least for the duration of contracts.

### **(c) A progressive and equitable city**

9.3 Improvements to services delivered to communities and enhanced ICT services.

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

9.4 Investment in cultural and leisure services and housing.

### **(e) A connected city**

9.5 Through investment in ICT and the City's infrastructure of road networks and other travel routes.

## **10.0 Key Policies and Considerations**

### **(a) Equal Opportunities**

10.1 None.

### **(b) Risk Management**

10.2 Risk management forms a key part of the governance process for all capital schemes. Risks will be managed on an ongoing and project-by-project basis, with wider programme risks also considered.

### **(c) Legal Considerations**

10.3 None.

## **11.0 Conclusions**

11.1 The Capital budget of the City Council will increase by £9.285m if the recommendations in this report are approved.

11.2 The revenue budget of the City Council will not be impacted, if the recommendations in this report are approved.

**12.0 Recommendations**

12.1 The recommendations appear at the front of this report.

## Appendix 1 - Requests for Adjustments to the Capital Budget Provision

<b>March 2021 EXECUTIVE</b>						
<b>Dept</b>	<b>Scheme</b>	<b>Funding</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>Total</b>
			<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b><u>Council Approval Requests</u></b>						
Neighbourhoods	Chorlton Library Refurbishment	Borrowing		705		705
Neighbourhoods	Open Libraries	Borrowing		-105		-105
Growth & Development	Campfield Redevelopment – Acquisition of Castlefield House	Borrowing	60	3,675		3,735
Growth & Development	Sustaining Key Initiatives	Borrowing	-60	-3,675		-3,735
Growth & Development	Hammerstone Road Additional Funds	Borrowing			4,969	4,969
Highways Services	Accident Reduction and Local Community Safety schemes	Borrowing		2,000		
Highways Services	Other Improvement Works	Borrowing		-2,000		
<b><u>Total Council Approval Requests</u></b>			<b>0</b>	<b>600</b>	<b>4,969</b>	<b>5,569</b>

<b><u>Executive Approval Requests</u></b>						
Neighbourhoods	Wythenshawe Cycling Hub	External Contribution		500		500
Neighbourhoods	Wythenshawe Cycling Hub	Borrowing		599		599
Neighbourhoods	Parks Development Programme	Borrowing		-599		-599
Highways Services	Off Street Car Park – Priority Works	Capital Receipts		606		606
Growth & Development	Carbon Reduction Programme	External Contribution		1,323		1,323
Children's Services	Schools Capital Maintenance Programme	Government Grant		1,287		1,287
<b><u>Total Executive Approval Requests</u></b>			<b>0</b>	<b>3,716</b>	<b>0</b>	<b>3,716</b>
<b><u>Total Budget Adjustment Approvals</u></b>			<b>0</b>	<b>4,316</b>	<b>4,969</b>	<b>9,285</b>



## Appendix 2 - Approvals under authority delegated to the City Treasurer

<b>March 2021 EXECUTIVE</b>							
<b>Dept</b>	<b>Scheme</b>	<b>Funding</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>Future</b>	<b>Total</b>
			<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Public Sector Housing	This City Housing Delivery Vehicle	RCCO		400			400
Highways Services	NPIF	External Contribution	350				350
Highways Services	Rochdale Canal Cycling and Walking Scheme	External Contribution	12				12
Highways Services	TfGM (Transport for Greater Manchester) Bus Stop Enhancements	External Contribution	415				415
Neighbourhoods	RFL Project - Beswick Hub Feasibility	Waterfall Funding	282				282
Neighbourhoods	Electric charging points Grimshaw lane	Borrowing on an Invest to Save Basis	70				70
Children's Services	Ghyll Head Additional Costs	Capital Receipts		161			161
<b>Total Delegated Approval Requests</b>			<b>1,129</b>	<b>561</b>	<b>0</b>	<b>0</b>	<b>1,690</b>

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**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 17 March 2021

**Subject:** Manchester City Council Climate Change Action Plan 2020-25

**Report of:** The Deputy Chief Executive and City Treasurer

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### Summary

The Council declared a Climate Emergency in July 2019 and developed a Climate Change Action Plan which was approved by Executive in March 2020. This report provides an update on the significant progress that has been made in delivering the Plan over the last 10 months despite the challenges posed by the COVID-19 pandemic. Appendix 1 includes a detailed update on all the actions contained within the Plan with data and visual images where available.

### Recommendations

It is recommended that Executive note and comment on the progress that has been made in delivering the Climate Change Action Plan and the priorities for the next financial year.

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### 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 Council's Climate Change Action Plan 2020-25 sets out the actions that will be delivered to ensure that the Council plays its full part in delivering the city's Climate Change Framework 2020-25 which aims to half the city's CO2 emissions over the next 5 years.

Our Manchester Strategy outcomes	Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The transition to a zero carbon city will help the city's economy become more sustainable and will generate jobs within the low carbon energy and goods sector. This will support the implementation of the Our Manchester Industrial Strategy and Manchester Economic Recovery and Investment Plan.

A highly skilled city: world class and home grown talent sustaining the city's economic success	Manchester is one a small number of UK cities that have agreed a science based target and is leading the way in transitioning to a zero carbon city. It is envisaged that this may give the city opportunities in the green technology and services sector.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Transitioning to a zero carbon city can help to tackle fuel poverty by reducing energy bills. Health outcomes will also be improved through the promotion of more sustainable modes of transport and improved air quality.
A liveable and low carbon city: a destination of choice to live, visit, work	Becoming a zero carbon city can help to make the city a more attractive place for people to live, work, visit and study.
A connected city: world class infrastructure and connectivity to drive growth	A zero carbon transport system would create a world class business environment to drive sustainable economic growth.

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### Background documents (available for public inspection):

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

*Clean Air and Climate Change progress update, 22 July 2020*  
*Manchester Green and Blue Implementation Plan update, 13 January 2021*  
*Manchester City Council Climate Change Action Plan 2020-25*  
*Manchester City Council Climate Emergency Declaration July 2019*  
*Manchester Climate Change Framework 2020-25*

## 1.0 Introduction

- 1.1 The Council declared a Climate Emergency in July 2019 which recognised the need for the Council, and the city as a whole, to do more to reduce CO2 emissions and mitigate the negative impacts of climate change. It also demonstrated the Council's commitment to be at the forefront of the global response to climate change and to lead by example. The Council had already adopted a science-based carbon budget for Manchester of 15 million tonnes of CO2 between 2018 and 2100 following analysis by the Tyndall Centre for Climate Change Research. This also committed the city to become zero carbon by 2038 at the latest.
- 1.2 The Council's Climate Change Action Plan 2020-25 was developed to ensure that all aspects of the Climate Emergency Declaration were converted into clear actions with tonnes of CO2 savings included where applicable. The Plan builds on over a decade of previous activity which has seen the Council's direct CO2 emissions reduce by 54.7% between 2009/10 and 2019/20.
- 1.3 Since declaring a Climate Emergency, the Council has set about transforming the way it works to ensure that climate change is at the heart of the organisation and our work with partners, residents and with our young people. Our Corporate Plan priorities have been refreshed for 2020-21 to reflect the city's zero carbon ambitions, resulting in the inclusion of a new 'Zero Carbon Manchester' priority. Policies, procedures and decision making have also been reviewed including the addition of a new 'Environmental Impact Assessment' section on all Committee reports, work within procurement and commissioning, changes to the Capital Gateway approval process and the development of a new Manchester Low Carbon Build Standard. This work has been underpinned by the continued roll out of staff and member Carbon Literacy Training, sessions on climate change at the Staff Leadership Summit and individual discussions and presentations at departmental and service meetings. The Council's Neighbourhood Teams have undertaken work on climate change with our communities and our young people have been engaged through large scale events and targeted work through the Manchester Youth Council.
- 1.4 Zero carbon is central to the future development of the city and to ensuring a 'green recovery' from the COVID-19 pandemic. The consultation responses received as part of the Our Manchester Strategy Reset and Budget setting process reaffirmed the importance of a high quality natural environment and continued investment in sustainable travel. The recently launched Manchester Economic Recovery and Investment Plan has green recovery at its core and includes £289.4 million of zero carbon projects which have been submitted to Government as part of the Council's Spending Review submission. The economic and social recovery from COVID-19 will require a focus on environmentally sustainable and inclusive economic growth and a focus on improving the quality of the city's environment and climate resilience. Manchester has the foundations and building blocks to re-establish its previous momentum as the UK's premier growth city, but it will do so in a way that is even more inclusive and environmentally sustainable.

- 1.5 The Council have supported the establishment of the Oxford Road Corridor Zero Carbon Sub Group to accelerate action in this strategically important area of the city. Zero carbon ambitions are now being included in all Strategic Regeneration Framework (SRF) documents with recent documents including the Wythenshawe Hospital Campus SRF, St Mary's Parsonage SRF, NOMA, Ancoats and New Islington Neighbourhood Development Framework, Poland Street Zone SRF, First Street Development Framework Addendum and the draft North Manchester Health Campus SRF.
- 1.6 Transformational development projects in the city such as Mayfield and Northern Gateway are now providing an opportunity to develop high quality low carbon neighbourhoods and scale up the use of nature based solutions utilising the learning from international projects such as the Horizon 2020 Grow Green project. Investment in active travel projects including the Manchester to Chorlton cycling and walking route, City Centre Triangle and Wythenshawe Town Centre are supporting a longer term shift to more sustainable transport modes. The City Centre Transport Strategy will also set out an ambitious plan for the future of travel and public spaces building on the successful pedestrianisation pilot projects which were implemented during Summer 2020.
- 1.7 Executive will also be aware that Manchester's existing local plan sets out our approach to development and is a guide to decision making on development proposals across the city. It aims to deliver the key outcomes needed to support investment to create jobs and new homes, whilst at the same time focusing on growth to support our ambition to be zero carbon by 2038 at the latest. The first step in the process is to look at the issues the local plan should cover, this was completed in May 2020 and matters relating to climate change and sustainable growth are clear messages from the associated consultation. The next step will be to draft the local plan which will include more detail on how the city will deal with the main issues it is facing.

## **2.0 Manchester Climate Change Agency and Partnership**

- 2.1 The Manchester Climate Change Framework 2020-25 was published in February 2020 by the Manchester Climate Change Agency (MCCA) and Manchester Climate Change Partnership (MCCP). The Framework is the city's high-level climate change strategy for 2020-25 and states that 'Manchester will play its full part in limiting the impacts of climate change and create a healthy, green, socially just city where everyone can thrive.' The Framework has four headline objectives which are:
- Staying within our carbon budgets
  - Climate adaptation and resilience
  - Health and wellbeing
  - Inclusive, zero carbon and climate resilient economy
- 2.2 Data at a city level is heavily lagged but the emissions estimated for 2018 and 2019, the first two years of the carbon budget period, show Manchester is not yet following the recommended pathway meaning the carbon budget is being

used at a faster rate. Emissions fell in these years by 2% and 4% respectively. This is against the 13% year-on-year reduction in emissions that are set out in the Climate Change Framework. The impact of the COVID-19 pandemic on the city's emissions will not be known until later this year when estimates are available.

2.3 The Council has been closely involved in building additional capacity within the Manchester Climate Change Agency and Partnership. Recent developments include:

- Mike Wilton (Arup) was appointed as the new Chair of the Manchester Climate Change Partnership in November 2020, replacing Steve Connor who had been acting as chair on an interim basis.
- Manchester Airport Group joined the partnership in January 2021.
- A new structure for the Manchester Climate Change Agency has been developed and recruitment to a number of roles has progressed. A new Director will be in post from spring 2021 alongside a Deputy Director, Programme and Finance Officer and Youth Climate Action Champion with further roles being recruited to in the coming months.
- Funding and launch of the £1.3 million Phase 1 of the zero carbon communities programme (further details in 5.37 below)
- Manchester signing up to the UN Race to Zero campaign in the lead up to COP26 in Glasgow
- Development of a new business-focused programme, supported by Manchester's participation in the City-Business Climate Alliance; Manchester is one of only eight cities selected globally, alongside Dallas, Durban, Lisbon, New York, Stockholm, Tel Aviv and Vancouver.  
<https://www.manchesterclimate.com/news/2020/07/transformative-city-business-partnerships-city-business-climate-alliance-cbca>
- Manchester Climate Change Agency supported the development of the Manchester Economic Recovery and Investment Plan, with £290m of the £800m requested from Government for zero carbon and climate resilience projects.

2.4 The Manchester Climate Change Agency are currently working on 'version 2.0' of the Manchester Climate Change Framework 2020-25. This work will set SMART objectives for the 6 themes of the Framework, actions for residents and businesses, a detailed 2022-25 implementation plan and a reporting framework. Public consultations are planned during 2021, and the final version scheduled to be published in early 2022.

### **3.0 Manchester City Council Climate Change Action Plan**

3.1 The Climate Change Action Plan 2020-25 sets an ambition for the Council to reduce its direct CO<sub>2</sub> emissions by 50% between 2020 and 2025 based on a 13% year on year reduction trajectory. The Plan also recognises the Council's unique leadership role in supporting and influencing the city to reduce its emissions and in ensuring that the city's residents are protected from the impacts of climate change.

- 3.2 The actions are structured in five sections as follows:
- Buildings and energy;
  - Transport and travel;
  - Reducing consumption based emissions and influencing suppliers;
  - Climate adaptation, carbon storage and carbon sequestration;
  - Influencing behaviour and being a catalyst for change.
- 3.3 Table 1 (below) was included in the final version of the Plan and summarises the main actions that would deliver the 50% reduction in the Council's direct CO<sub>2</sub> emissions between 2020 and 2025.

**Table 1: Direct Emissions Actions and Associated Carbon Savings**  
**(estimate of 15-16,000 tCO<sub>2</sub> required)**

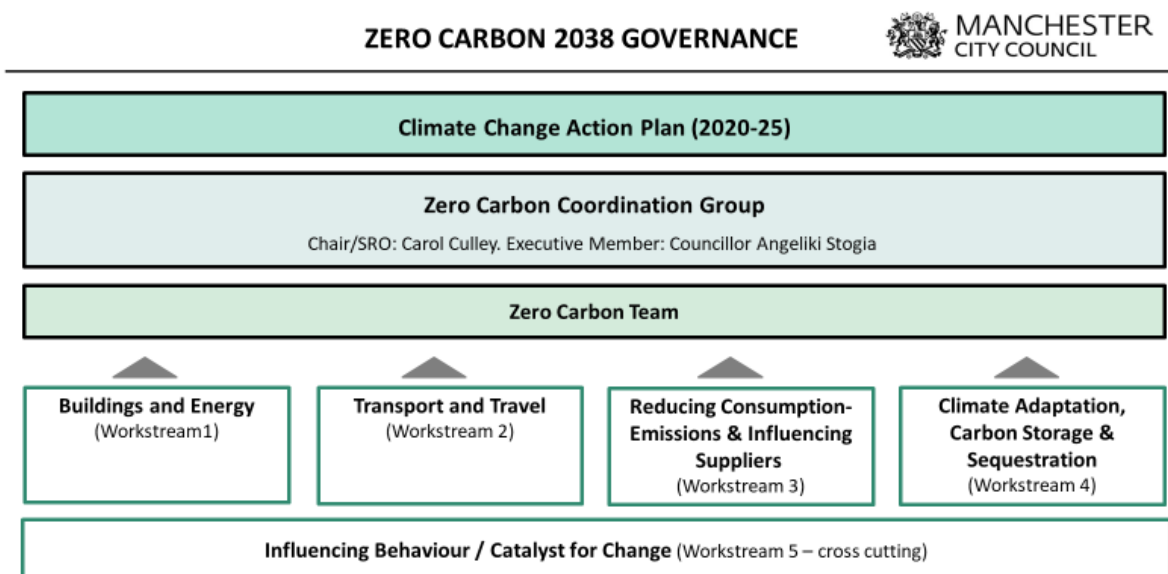
<b>Direct Emissions Action 2020-25</b>	<b>Annual Carbon Saving (tonnes CO<sub>2</sub>)</b>
Completion of Phase 1 Buildings Carbon Reduction Programme	1,400
Completion of Phase 1 (a) Buildings Carbon Reduction Programme - ERDF Supported	400
Phase 2 of Carbon Reduction Programme	3,000
Large scale energy generation scheme	7,000
Completion of the final year of the street lighting LED replacement programme	220
Estimated carbon emissions saving benefit from the decarbonisation of the National Grid	800
Completion of the Civic Quarter Heat Network and connection to the Town Hall, Town Hall Extension, Art Gallery and Central Library	1,600
Replacement of half of waste fleet vehicles with Electric Vehicles	900
Reductions to the Council's Fleet through increase in number of Electric Vehicles	400
Reduction in staff travel via car, taxi, air, train	100
<b>Total Estimated Savings</b>	<b>15,820</b>

#### **4.0 Governance**

- 4.1 A Zero Carbon Coordination Group was established in September 2019 to oversee the Council's response to the Climate Emergency, the development of the Plan and the strategic oversight of its implementation. The Group is chaired by the Deputy Chief Executive and City Treasurer and is attended by the Executive Member for Environment, Planning and Transport, the strategic leads for each workstream and members of the programme management team. The Group meets monthly to review progress, unblock issues and ensure that the different parts of the plan are joined up. The Group is also critical in identifying emerging opportunities to support the Council and the city to accelerate delivery. Figure 1 (below) summarises the governance of the Council's zero carbon programme.



Figure 1: Zero Carbon Governance Diagram



## 5.0 Progress during 2020/21

- 5.1 As mentioned above, the Council's direct CO<sub>2</sub> emissions reduced by 54.7% between 2009/10 and 2019/20. Direct emissions are those areas which the Council has direct control over or is financial responsibility for. Reports on these emissions are produced on an annual and quarterly basis.
- 5.2 Reductions in emissions can be the result of specific activity undertaken by the Council such as the investment in LED streetlighting and energy efficiency measures across the operational estate, or other factors including a reduction in the overall size of the operational estate. The reduction in national emissions factors as a result of the decarbonisation of the UK's electricity production also has an impact.
- 5.3 The COVID-19 pandemic has had a significant impact on the Council's emissions in the financial year to date, with large numbers of staff working from home and a reduction in staff travel. Table 2 (below) provides a summary of the latest data for the first two quarters of 2020/21 compared to the same quarters the year before. The reductions are significant in all areas except for the emissions from the Biffa Waste Fleet which has only seen small reductions. Waste collection services have been adjusted due to COVID-19, but they have continued to operate throughout the year. Further information about the replacement of the waste fleet with electric vehicles is provided below.

**Table 2: Comparison of Council emissions with previous financial year**

Indicator	Difference Q1 2020/21 to Q1 2019/20	Difference Q2 2020/21 to Q2 2019/20
Total CO <sub>2</sub> emissions	32% lower	20% lower
Buildings emissions	32% lower	21% lower

Kilowatt hours from buildings	28% lower	14% lower
Streetlight emissions	44% lower	16% lower
Biffa Waste Fleet emissions	6% lower	1% lower
Council fleet emissions	33% lower	18% lower
Staff business travel emissions	70% lower	64% lower

5.4 A summary of the main areas of progress against the five sections of the Plan is provided below along with any challenges or delays. A full report on progress against all the actions in the Plan with visual data and photographs is provided in appendix 1. An analysis of additional financial investment against each of the actions in the Plan has also been undertaken and the total investment figure is £92.5m which is made up of £89.2m of capital investment and £3.3m of revenue investment. The breakdown of this by funder is below:

- £23.5m is Council funding
- £32.9m is from UK Government
- £4.9m is from the European Union (note that this is just the Manchester City Council share and total project values will be higher)
- £25.7m is from Greater Manchester Combined Authority projects
- £1.1m has been secured by the Manchester Climate Change Agency for community projects.

### **Buildings and energy**

5.5 The Council's Phase 1 and 1a Carbon Reduction Plan comprises a £7.6 million capital investment which will deliver 1,400 tonnes of annual CO2 savings. Installations were delayed slightly by the first COVID-19 lockdown, but have now been delivered. Leisure centres are some of our most energy intensive buildings and eight been upgraded with energy conservation measures this year: Wythenshawe Forum; East Manchester Leisure Centre; Hough End Leisure Centre; Arcadia Sports Centre; Moss Side Leisure Centre; North City Family and Fitness Centre; Belle Vue Sports Centre; and Manchester Tennis and Football Centre. The improvements cover a range of measures such as upgrading to LED lighting, improving lighting controls, upgrading Building Management Systems, and installing variable speed drives, as well as solar panel installations at seven of the sites, and an energy efficient combined heat and power plant at the Wythenshawe Forum.

5.6 In addition to the leisure estate, the lighting in the Town Hall Extension, our largest building, has been upgraded to LED, and new controls installed. The large buildings at the Space Project and Sharp Project are also being improved, the former with a large solar panel installation which is underway; the later with solar panels, lighting and building management systems, which will be completed the first quarter of next the financial year. Alexandra House (our largest office outside the Town Hall Complex) has been comprehensively refurbished and re-opened in February, with fabric improvements, improved mechanical and electrical systems and LED lighting which will reduce carbon

emissions by 70%. Electric vehicle charging points have also been installed at the Hooper St, Hammerstone and Longley Lane Depots, to support the increasing electrification of the Council's vehicle fleet.

- 5.7 The Council joined a Greater Manchester consortium to bid to the Government Public Sector Decarbonisation Scheme and identified projects in up to 13 Council buildings with a focus on decarbonising heat. The decision is expected in early 2021 with successful projects needing to be completed by September 2021.
- 5.8 The Council successfully attracted over £1.2 million of European Regional Development Fund (ERDF) which is being matched to the Council's capital investment to deliver a large rooftop solar scheme and battery at the Hammerstone Road depot in Gorton, and Solar PV on car ports at the National Cycling Centre/Velodrome saving 415 tonnes CO<sub>2</sub> per annum when complete.
- 5.9 The £32.8 million investment programme to replace 56,000 street lights with LED lamps was completed in September 2020 and is projected to save over 8,400 tonnes CO<sub>2</sub> and £2 million every year for the Council.
- 5.10 The £24 million Civic Quarter Heat Network is nearing completion with the 40 metre 'Tower of Light' installed in August 2020. Once all the buildings in the network have been connected, it will deliver over 1,600 tonnes of CO<sub>2</sub> savings per annum.
- 5.11 Local Partnerships have been commissioned to undertake a feasibility study into opportunities for the Council to develop a large scale energy generation project. The key findings are likely to set out two options: either invest directly in a large-scale solar generation scheme or enter into a Power Purchase Agreement (PPA) with an energy provider to purchase the energy directly from such a scheme. Each has different financial, risk and carbon impacts which will be considered in detail as options are taken forward for further analysis. The full findings will be presented to the Council's Zero Carbon Coordination Group in February 2021.
- 5.12 The Council's £500,000 funding bid to the Government Green Homes Grant Round 1a has been successful and a further £250,000 bid to Round 1b has been submitted as part of a Greater Manchester Combined Authority bid for privately owned properties. A joint Council and One Manchester bid to the Social Housing Decarbonisation Fund has also secured £3.12 million towards a £7 million project to undertake a full retrofit of 96 social housing properties and a partial retrofit to 60 private properties. One Manchester are providing match funding to the project. The Council also worked with the Manchester Housing Providers Partnership and the Manchester Climate Change Agency to develop a zero carbon social housing retrofit proposal for 10,500 properties over four years which was included in the Council's Spending Review submission to Government and in the final Manchester Economic Recovery and Investment Plan.

- 5.13 The Capital Gateway approval process and the Capital Strategy have been amended to reflect the Climate Emergency and Climate Change Action Plan. The Manchester Low Carbon Build Standard has been developed and is now being implemented in Capital Programmes. The standard has been endorsed by the Manchester Climate Change Agency and is supported by the Strategic Capital Board, several Portfolio Boards and external partners including the North West Construction Hub Board.

### **Transport and travel**

- 5.14 The 27 Electric Refuse Collection Vehicles have been ordered and represent a £9.8 million investment. The delivery will be in phases between December 2020 and March 2021. Once operational they will save approximately 900 tonnes of CO2 per annum. Electrical charging infrastructure has now been delivered at Hooper Street Depot and Longley Lane Depot and the Council's wider operational fleet now has 10 electric vehicles with a further 14 expected.
- 5.15 Manchester will receive £5.5 million of funding via the Government Active Travel Fund. £4 million will be spent on the City Centre Triangle which will see improved cycling and walking links created between the city centre's three major train stations - Deansgate, Piccadilly and Victoria, plus bus hubs at Piccadilly, Shudehill and the coach station. A further £1.5 million will be spent on cycling and walking improvements between Wythenshawe town centre, Wythenshawe Hospital and the city centre. This investment will build on other recent investment including the £13.4 million Chorlton to Manchester City Centre cycling route which includes the UK's first 'Cycle Optimised Protected Signals' (CYCLOPS) junction at Royce Road in Hulme.
- 5.16 A public consultation on the City Centre Transport Strategy was launched in September and closed on 4 November 2020 with 2,450 responses received. The draft strategy includes ambitious plans for the city centre to improve air quality, increase the amount of quality public space and prioritise walking, cycling and public transport to further reduce dependence on private cars. The Strategy will build on the successful street closures during COVID-19 including bringing forward detailed proposals for Deansgate.
- 5.17 The Council's new Staff Travel Plan has been delayed as a result of staff in HROD being required to support the response to COVID-19 but is now being prioritised with the support of an external specialist. The Plan represents an opportunity to build on some of the positive changes to behaviour which have emerged during 2020 including promoting cycling, walking and public transport, and reducing the need to travel through the use of technology such as video conferencing.

### **Reducing consumption based emissions and influencing suppliers**

- 5.18 Under the 2014 Social Value Policy, all invitations to tender issued by the Council include a 20% Social Value weighting and mandatory questions on the environment as one of the 6 Social Value objectives. Bidders have

therefore historically been asked how, if successful, they will support Manchester's zero-carbon ambition.

- 5.19 Tender documents have been updated to include revised environmental questions, which are included as standard in Invitations to Tender. Carbon Literacy Training, which draws on the Tyndall Centre for Climate Change and related research, has also been provided, virtually, to the Integrated Commissioning and Procurement Team given their central role. Officers are currently in the process of categorising contracts by carbon impact, or estimated carbon impact, informed by the research, with the aim of informing specifications and evaluation questions, as well as the subsequent monitoring.
- 5.20 In 2019, the Council decided to trial an additional 10% weighting on Social Value but dedicated to Carbon Reduction in order to ascertain whether suppliers were in a position to respond positively. The trial included 5 contracts, 4 of which were for highways schemes and the fifth was for the Council's advertising contract. Together they have a combined estimated annual value of just under £22m.
- 5.21 The trial demonstrated that this can have a positive impact on contracts especially within construction and highways contracts which tend to have a high carbon footprint. The providers that won the contracts all had carbon reduction targets and plans in place for their organisation (including one provider which is aiming to be net zero carbon by 2030). Depending on the nature of the contract, bids also included commitments on carbon monitoring in relation to the particular contract or service provided, utilising tools like the Carbon Trust's SME emissions tool to report carbon savings on a quarterly basis.
- 5.22 The learning from the procurements over the last year has fed into a wider review of the Council's approach to Social Value in the context of the Climate Emergency and the impact of the COVID-19 pandemic. Recommendations on refreshing the Council's approach to Social Value will be considered at the March meetings of Resources and Governance Overview Scrutiny Committee and Executive, including an option to move on a pathway to a 10% environmental weighting across all contracts.
- 5.23 Existing toolkits for commissioners and suppliers are being redrafted ahead of the formal decision on the change in policy and this will include developing guidance for contract managers and suppliers. Work is already in train on this, with a particular emphasis on guidance on carbon reduction.
- 5.24 A task and finish group has been established to progress the work on the environment and they are currently categorising Council contracts by type and will then overlay the known, or estimated, environmental impact of each category. As each contract is renewed, the additional 10% weighting referenced above will be incorporated into the award process.

- 5.25 Similarly, the capital project approval process already includes an assessment of the carbon reduction characteristics of each project which will be reviewed and updated.
- 5.26 The Council has continued to reduce the use of Single Use Plastics within procurement and commissioning including across Council buildings. Events has also been an area of focus and £7,000 of funding has now been made available through the URBACT C-Change Project to support the Council's Events team with research and collecting baseline data on single use plastics.
- 5.27 The use of single use plastics (SUP) is considered in the procurement of services for Parks. All current catering contracts in Parks have been procured on the basis that they do not use single use plastics, this has also been rolled out in the pre-existing ice cream contracts with the offer being largely compliant. Further work to identify the impact of ceasing use of all SUP is being undertaken and we are aiming to be SUP free at Heaton Park by the end of January 2021.
- 5.28 Progress in relation to the eradication of SUP has been problematical due to the disruption caused by the COVID-19 pandemic – for example, re-usable coffee cups are not currently permitted due to the risk of virus transmission.
- 5.29 The Manchester Food Board have drafted a Food Policy Statement and Manchester Food Recovery Action Plan to support the creation of a resilient food system.

#### **Climate adaptation, carbon storage and carbon sequestration**

- 5.30 West Gorton's 'Sponge Park' is now complete and officially opened on 24 July 2020 with the University of Manchester monitoring its benefits until 2023. The focus has been on how to embed the learning from this project into larger scale developments in the city such as the 6.5 acre Mayfield Park and Northern Gateway.
- 5.31 TEP and City of Trees have been commissioned to undertake a Tree Opportunity Mapping study called "Managing Manchester's Trees" to enable a strategic approach to managing existing stock and to identify opportunities for future planting programmes from 2021/22 onwards. Financial approval for the £1 million 'Tree Action MCR' tree planting programme was received in October 2020 and the current projections are that this budget will be spent over three financial years with £250,000 being spent in winter 2020/21 on street trees and orchards. A feature avenue of 33 cherry trees was planted in Old Moat in December and the focus for phase 1 has been wards with fewer trees and lower percentages of street trees. There have been some delays in the supply of trees from nurseries due to COVID-19 and also social distancing measures preventing some community planting projects from proceeding.
- 5.32 The Neighbourhoods and Environment Committee received a report on the Manchester Green and Blue Strategy and Implementation Plan and the Tree Action Plan during their 13 January 2021 meeting. This report provided a

detailed update on the contribution of the green and blue agenda to the city's climate resilience and quality of life.

### **Influencing behaviour and being a catalyst for change**

- 5.33 The Council continued to review its policies, procedures and decision making to ensure the zero carbon commitments are built into the everyday operations of the organisation. The changes being made to capital programmes, procurement and commissioning and throughout Growth and Development are ensuring that the ambitions are being converted into action.
- 5.34 The roll out of Carbon Literacy Training is a key part of the organisational change required and it has been promoted to staff in key services and to senior managers. The roll out of training in Spring 2020 was delayed as COVID-19 prevented the face-to-face element of the training from continuing. A fully online version of the training has now been developed and accredited which requires attendees to watch a BBC David Attenborough documentary and then attend two x 2 hour online training webinars. All training courses are fully booked until the end of the financial year and 961 staff and members have been certified. We are on track to achieve the 1,050 required to reach Silver accreditation by then. The annual Carbon Literacy Project awards have been pushed back from Spring 2020 to Spring 2021 in recognition of the challenges posed by COVID-19.
- 5.35 The Council's Neighbourhoods team have been working with residents across all 32 Wards to embed climate action into ward plans. Where possible, public events have been held to engage with residents and local stakeholders and over 300 residents have attended these, with others participating online. Many more residents have become involved with action-focused events such as tree planting or consultations on specific issues of concern. Some wards have now developed a stand alone climate change plan whereas others have embedded climate action within their ward plans. Examples of these actions include developing local campaigns to encourage change including improved walking routes, increase recycling, reduce illegal parking, more biodiversity and meat free days. The Covid-19 pandemic has significantly impacted on the progress of the climate plans, Government restrictions have prevented communities meeting in groups and most volunteering opportunities have reduced. Effective engagement during the pandemic is a challenge, which is recognised across many wards. Three new Climate Change Neighbourhood Officers are currently being recruited (one for each of the three area teams) to provide additional capacity on this agenda and to work closely with other colleagues in the teams.
- 5.36 Additional capacity for the Manchester Climate Change Agency is being put in place and the new structure and posts have been approved by the Council's Personnel Committee. A new Director will be in place in mid April 2021 and the other posts will also be filled including the crowd funded Youth Champion role. A priority for the new Director will be to ensure that the organisation can become financially sustainable over the next two years.

- 5.37 The Council, Manchester Climate Change Agency, Hubbub, Tyndall Centre for Climate Change Research and Amity have successfully collaborated on a development bid to the National Lottery Climate Action Fund. The Zero Carbon and Resilient Communities Programme has been awarded £206,000 of funding and will focus on a number of the city's communities, building on the work which has already been undertaken by the Council's Neighbourhoods teams and working with the three new Climate Change Neighbourhood Officers.
- 5.38 Engagement with young people in the city has continued building on the successful large scale events in summer 2019 and January 2020 which have been previously reported to the Neighbourhoods and Environment Scrutiny Committee. The Manchester Youth Council have now developed a Climate Charter and a Climate Wheel and a shadow youth executive is now in place.
- 5.39 The Council submitted letters to the Greater Manchester Pension Fund in July and September 2020 urging them to set out actions to divest from investment in fossil but as yet there has not been a formal response. Cllr Stogia, Executive Member for Environment, Planning and Transport has now met with her counterparts in other Greater Manchester local authorities to discuss this issue and has raised it at the Green City Region Partnership. A further letter from Cllr Stogia and a number of her Greater Manchester counterparts was sent to all members of the Greater Manchester Pension Fund Management/Advisory Panel on 3 March 2021 urging further debate on divestment and realignment of their zero carbon target from 2050 to 2038.
- 5.40 The Council's two URBACT funded projects Zero Carbon Cities and C-Change continue to progress positively and the learning from these projects is being shared across the Council and with partners. A proposal is being developed to consider the options for the Council's involvement in COP26 in Glasgow which will now take place in November 2021 and this includes work with Core Cities, Greater Manchester and our local and international partners.
- 5.41 A 'Skills for a Zero Carbon Economy' group was established and met in March 2020, however, this work has not been progressed any further due to the major capacity issues resulting from the Council's response to COVID-19 including working on the food response and business grants programme. This work will be revisited as soon as possible in 2021 and will form an important part of the city's Economic Recovery and Investment Plan. The planned events with Manchester's schools to support them to decarbonise have also had to be delayed due to COVID-19, however, these plans are now being revisited and webinars will be considered as an alternative option.

## **6.0 Emerging priorities for 2021/22**

- 6.1 The activity delivered since March 2020 has put in place solid foundations for the delivery of the Climate Change Action Plan. A number of large scale projects have been progressed and funding bids have been submitted, however, COVID-19 has inevitably resulted in some delays to projects due to capacity issues. The Zero Carbon Coordination Group, workstream leads and



the programme management team will ensure that progress continues to be made against all of the actions in the Plan. There are, however, some emerging priorities for 2021/22 which are set out below and can be divided into three key areas: future project development and external funding; delivering on funded programmes; accelerating actions which have been impacted by COVID-19.

- 6.2 **Future Project Development and External funding:** The external funding environment is continually evolving and the impacts of the UK leaving the European Union need to be fully understood including details of access to European funded programmes including Horizon Europe. Recent Government funding announcements during 2020 including the Ten Point Plan for an Green Industrial Revolution and initial details about the UK Shared Prosperity Fund suggest that competitive funding pots with extremely tight delivery timescales will continue to be the norm. This requires the Council and our partners to have a strong pipeline of potential projects and the capacity to respond to opportunities at short notice as has been the case in the recent Public Sector Decarbonisation Scheme, Green Homes Grant and Social Housing Decarbonisation Fund bids.
- 6.3 A number of future zero carbon projects totalling £289.4 million are included within the Manchester Economic Recovery and Investment Plan. These include zero carbon social housing retrofit, Solar PV schools and a hydrogen fleet proposal. The Plan was developed with partners from across the city including the Manchester Climate Change Partnership in response to the COVID-19 pandemic. The full document can be found at the link below.  
[https://www.manchester.gov.uk/downloads/download/7313/powering\\_recovery\\_manchester\\_s\\_recovery\\_and\\_investment\\_plan](https://www.manchester.gov.uk/downloads/download/7313/powering_recovery_manchester_s_recovery_and_investment_plan)
- 6.4 Council officers and Executive Members are continuing to lobby for additional funding and policy changes to support the delivery of the Climate Change Action Plan. This includes attendance at a range of Greater Manchester meetings and direct lobbying and meetings with Government departments including BEIS, MHCLG and HM Treasury.
- 6.5 **Delivering on funded programmes:** The capital funding already committed by the Council and the external funding bids which have been successful or are awaiting approval represent a major delivery pipeline which needs to be adequately resourced. These projects include the following:
- Phase 1 and Phase 2 of the Carbon Reduction Programme
  - Delivery of the ERDF funded projects at Hammerstone Road Depot and the Velodrome
  - Potential delivery of the Public Sector Decarbonisation Scheme by September 2021
  - Delivering housing retrofit programmes funded by the Green Homes Grant and Social Housing Decarbonisation Fund.

- Completing the existing Grow Green Horizon 2020 project and the Zero Carbon Cities and C-Change URBACT projects
- Delivering cycling and walking infrastructure including the Chorlton to city centre, Wythenshawe and city centre triangle projects
- Rolling out the tree planting, hedges and orchards programme over the next two financial years.

**6.6 Accelerating actions which have been impacted by COVID-19:** Actions which have been delayed due to COVID-19 or areas where there is an opportunity to scale up activity will be prioritised. These include:

- Implementing the Zero Carbon Communities project and continuing neighbourhood working in all wards of the city.
- Improving communications about the positive action the Council is taking on Climate Change to build on the 'Leaving Carbon Behind' campaign.
- Embedding the new Manchester Climate Change Agency structure to drive delivery of the citywide Manchester Climate Change Framework.
- Working with local partners, Core Cities, Greater Manchester and our international partners to maximising the opportunities from the delayed COP26 in Glasgow which will take place in November 2021.
- Achieving Silver accreditation and then rolling out further Carbon Literacy Training to enable the progression to Gold.
- Revisiting the proposals to support Manchester's schools to decarbonise their estate.
- Capitalising on new ways of working for the Council's staff through the continued use of ICT, changes to the way we use our estate and developing a new and ambitious Staff Travel Policy which captures the opportunities resulting from the pandemic.

## **7.0 Recommendations**

7.1 The recommendations are summarised at the beginning of this report.

## Reducing Direct Carbon Emissions

Manchester City Council’s Climate Change Action Plan (CCAP) has a target to reduce direct emissions of CO<sub>2</sub> by 50% over the five-year period of 2020-25. To achieve this, the Council has a target to reduce its emissions by 13% every year, for five years.

The CCAP also sets a carbon budget of 119,917 tonnes of CO<sub>2</sub> for the five-year period of 2020-25, calculated using science-based targets. Within this, the carbon budget for 2020-21 is 31,080 tonnes.



### BUDGET

**31,080 tonnes CO<sub>2</sub> – Emissions Budget 2020-21**  
**10,346 tonnes CO<sub>2</sub> – Emissions to September 2020\***

*\*Emissions to date are estimated due to billing timelines; the annual report qualifies actual emissions.*

The Council emitted 10,346 tonnes of CO<sub>2</sub> between April and September 2020 – these are the most up to date figures for the year 2020-21. These emissions are associated with Council buildings, streetlights, waste collection, operational fleet and staff travel.

In order to stay within the budget for the whole year, the Council needs to reduce its emissions by 1,204 tonnes compared to last year; this can be referred to as an annual savings target. The Council has implemented a range of energy saving measures since April 2020 and will complete additional improvements by March 2021. Collectively, these measures will generate annual savings of 1,031 tonnes of CO<sub>2</sub> which is 85% of the target.



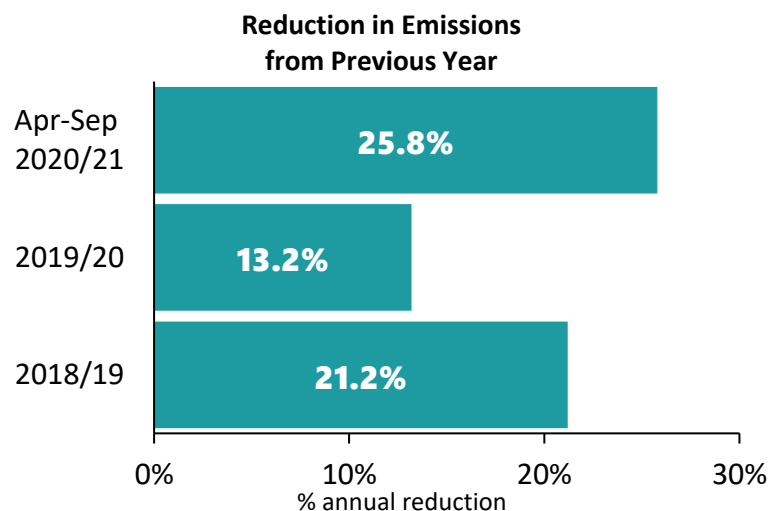
### SAVINGS

**1,204 tonnes CO<sub>2</sub> – Annual Savings Target 2020-21**  
**1,031 tonnes CO<sub>2</sub> – Annual Savings Implemented**

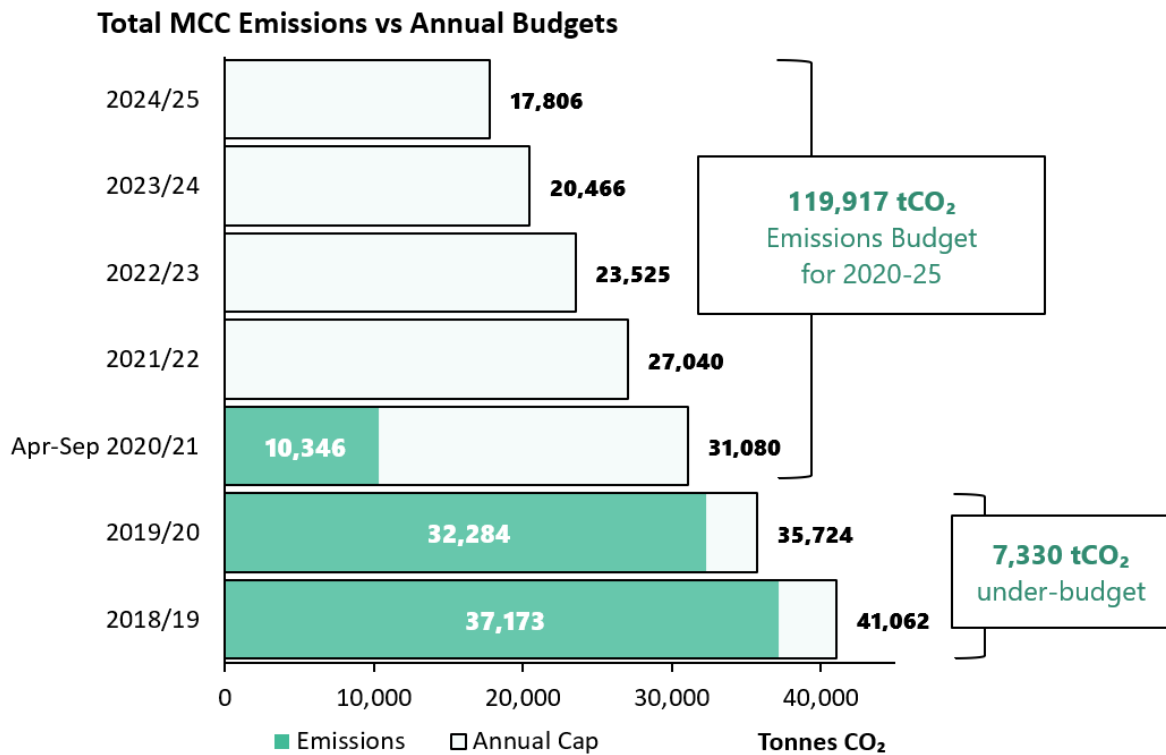
Alongside the savings emanating from these proactive measures, additional savings will be delivered by the decarbonisation of the national grid and, more significantly, by the changes in Council operations brought on by the Covid-19 pandemic. These impacts can already be seen in the figures below. The full impact of these changes will be calculated at year end.

The graph to the right shows the Council’s emissions in the year to date are 25.8% lower than the same period in the previous year. The target is to reduce emissions by 13% each year.

In 2018-19 the Council reduced its direct emissions by 21.2% compared to the previous year. In 2019-20 the reduction was 13.2% compared to the previous year.

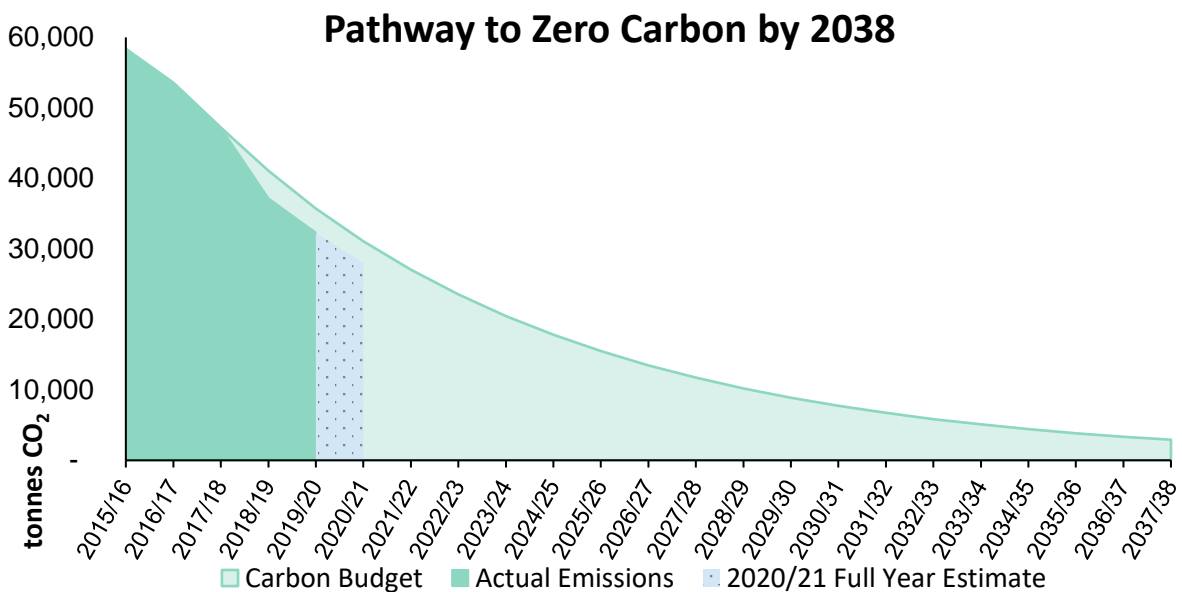


The graph below shows the total and annual carbon budgets for the CCAP 2020-25 and the emissions for April to September 2020; it also shows the budgets and actual emissions for the previous two years, 2018-19 and 2019-20.



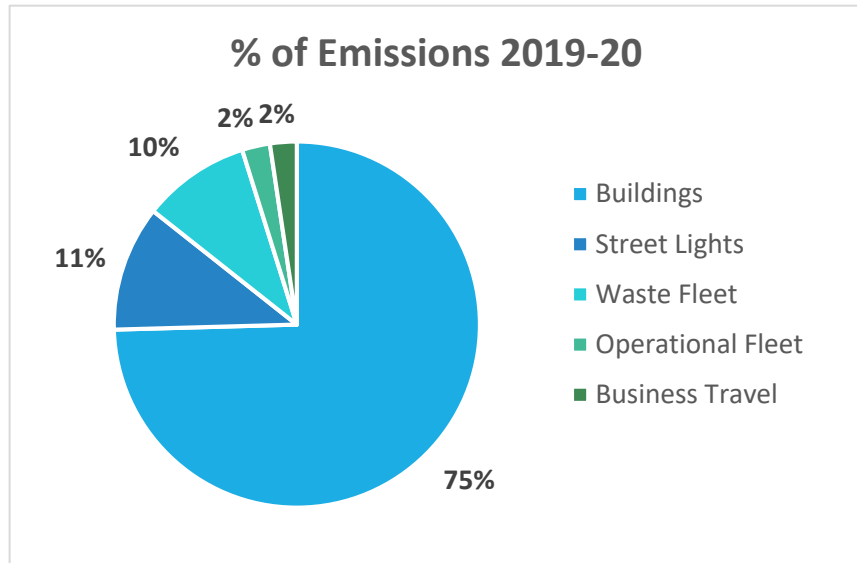
A conservative estimate of total emissions for the full year (April 2020 to March 2021) is **28,000** tonnes of CO<sub>2</sub>. This assumes that our emissions for October 2020 to March 2021 will be the same as those for the same period in the previous year. As such, we fully expect the Council to stay below this year’s carbon emissions budget of 31,080 tonnes of CO<sub>2</sub>.

In addition to the targets for 2020-25 set out in this CCAP, the Council has a target to be zero carbon by 2038. The trajectory to this point is shown in the Pathway graph below; the space below the curve is the total carbon budget for the period. Actual emissions for April 2015 to March 2020 are shown alongside the estimate for 2020-21.



A breakdown of the Council’s direct emissions is shown in the chart to the right.

The figures used are from 2019-20 to show a ‘normal’ position unaffected by Covid-19. It should be noted however that analysis of emissions to date in 2020-21 shows minimal change to the distribution of emissions compared to these figures.



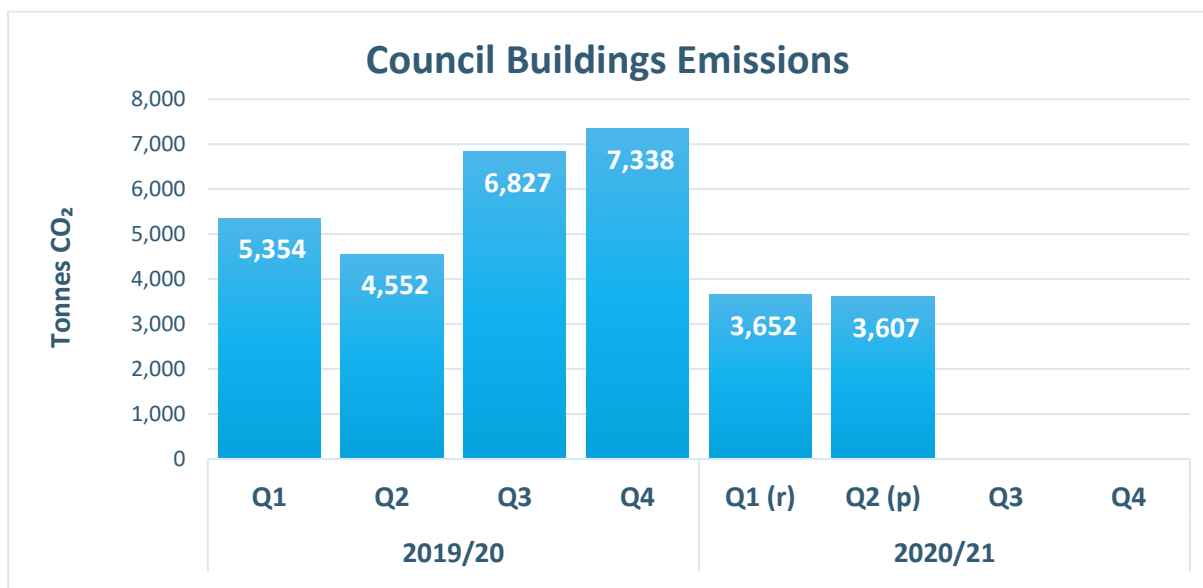
Buildings are the most significant contributor of direct emissions, closely followed by streetlights and our waste fleet, all of which have been targeted for proactive change to reduce the Council’s energy consumption and carbon footprint (see later sections of this report for more details).

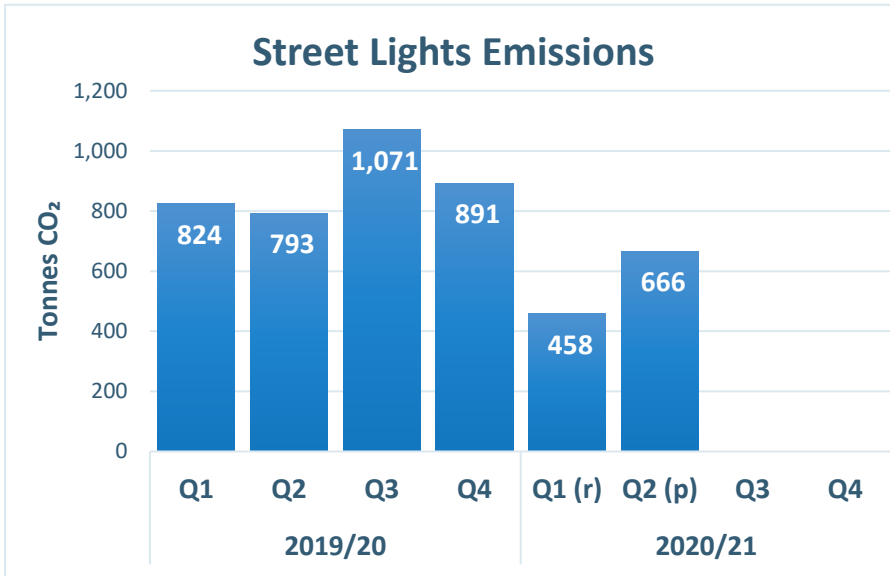
The following charts address each of these items separately, showing a quarter-by-quarter view of emissions going back six quarters to April 2019 which shows both seasonal differences (e.g. energy consumption and emissions peak in winter) and the overall trend.

*Some figures for Q1 2020-21 have been revised in Q2 as accurate billing has become available and are marked as ( r ) for revised; some figures for Q2 are best estimates based on available data at the time of reporting and are marked as ( p ) for provisional. All figures will be finalised after year-end when a full twelve months of bills become available.*

Emissions from energy use in Council buildings have reduced this year compared to the same period last year; this has been driven by the installation of energy efficiency measures and renewable energy generation capacity, and further affected by the decarbonisation of the national grid and the changes to building use caused by the Covid-19 pandemic.

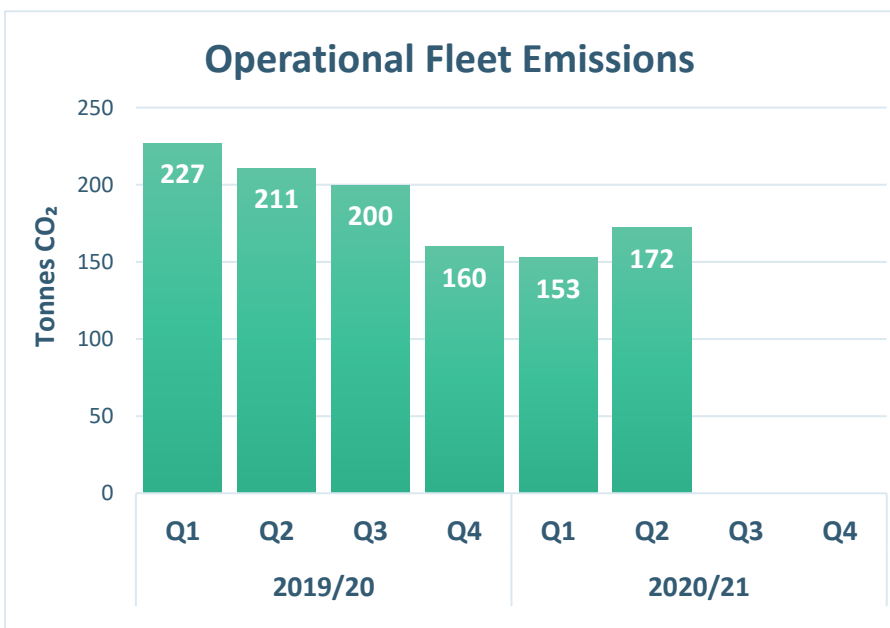
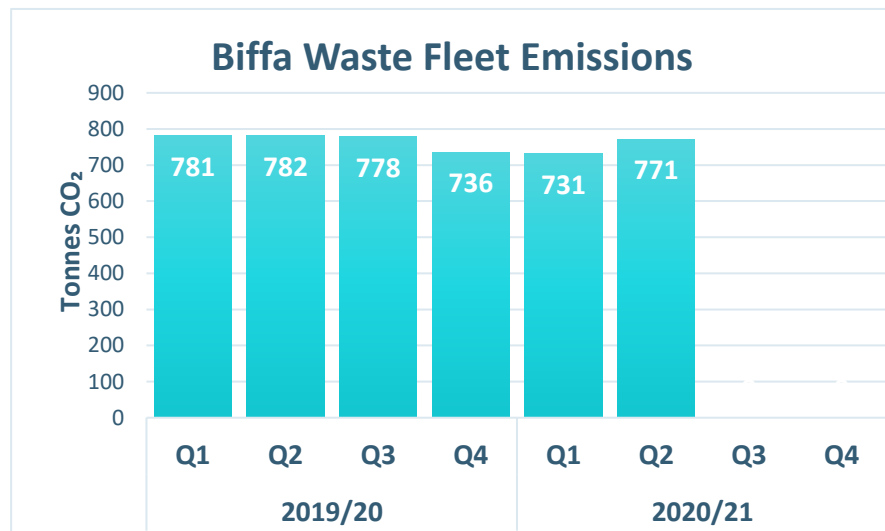
Quarter one emissions are 32% lower than last year and quarter two emissions are 21% below the year before.





Emissions from streetlights have been reduced by the large-scale retrofitting of LEDs (see later sections of the report for more details). Quarter one emissions are 44% lower than last year and quarter two emissions are 16% lower, showing the significant impact of the Council's investment in this LED programme.

Emissions from the waste fleet have remained relatively consistent but will reduce in the coming quarters as half the fleet switches to electric vehicles (see later sections of this report for further details).

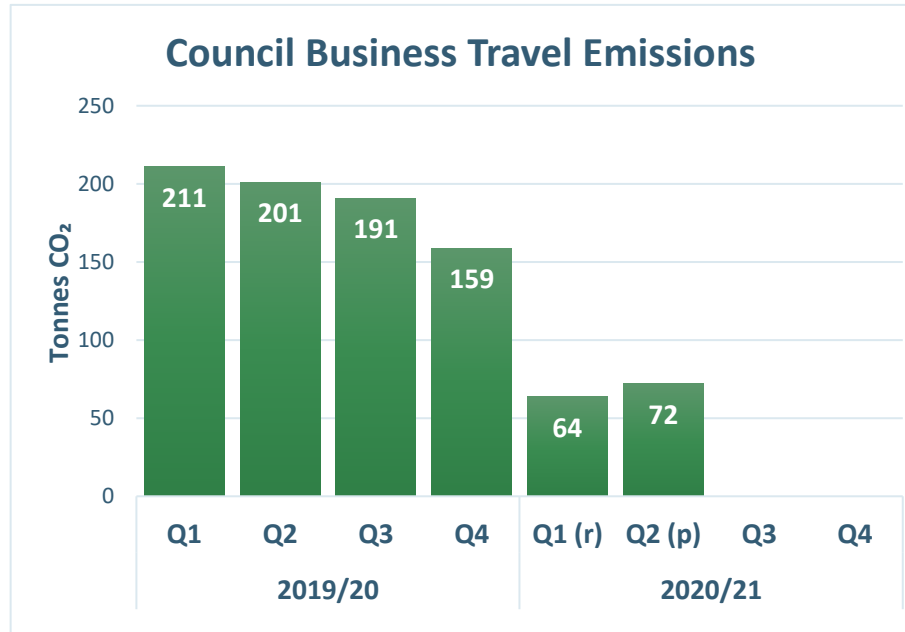


Emissions from the Council's operational fleet have reduced via switching to electric vehicles (see later sections of this report for more details).

Quarter one emissions are 33% lower than last year and quarter two emissions are 18% below the same period the year before.

Emissions from business travel by Council Officers and Elected Members has reduced significantly this year largely due to the Covid-19 pandemic changing the way we work, for example with large shifts to video conferencing.

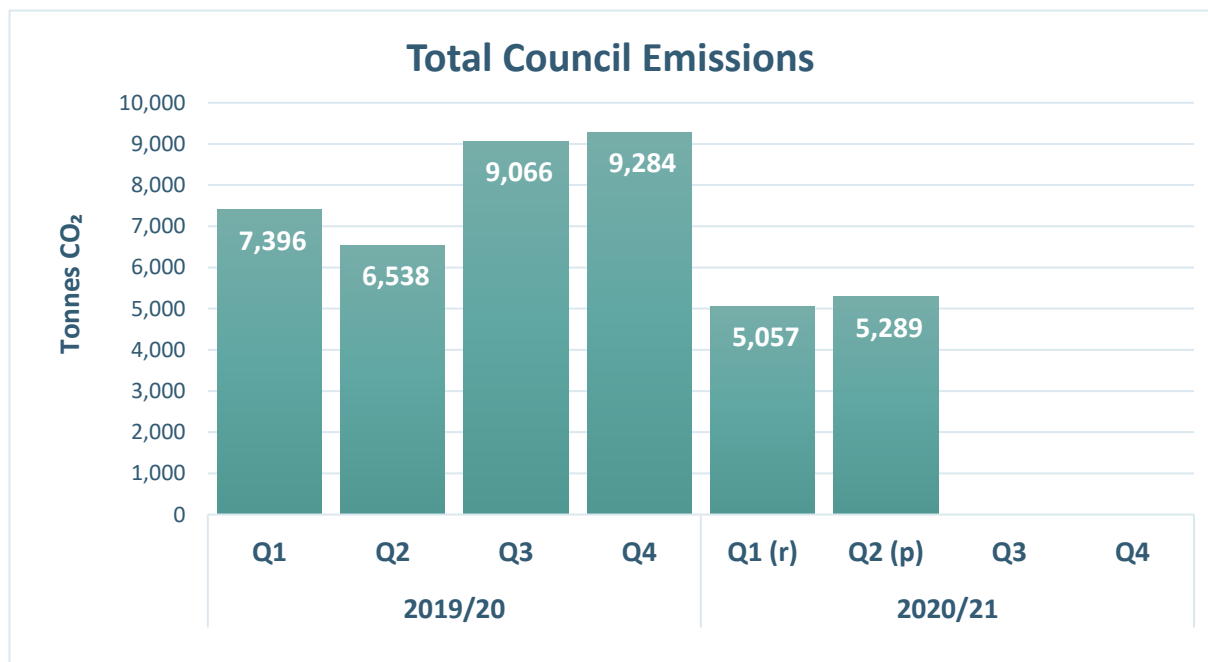
Quarter one emissions are 70% lower than last year and quarter two emissions are 64% below the same period the year before.



Within this, car miles have reduced 60% and 53% for quarters one and two respectively when compared to the same periods last year. Covid-19 has also changed the Council’s use of other forms of transport this year, with rail travel falling by over 95% in both quarters and air travel reducing by 100% in quarter one and by 91% in quarter two.

Collectively, the Council’s total emissions reflect these downward trends, although it is fully expected that figures for quarters three and four will show a relative increase due to energy demands being higher in winter.

Quarter one total emissions are 32% lower than quarter one last year and quarter two emissions are 19% below the same period in the year before.



## Progress Update on All Actions in CCAP 2020-25

### Workstream 1: Buildings and Energy

#### Action 1.1 Carbon Reduction in Council Estate

Phase 1 of a large-scale programme of energy efficiency improvements and renewable energy installations has been implemented and the work is due to complete in March 2021. This covers eleven buildings within the Council's estate (NB work on The Sharp Project will complete in quarter one of the next financial year).

**£6.3m** capital investment.

**£700k** savings each year  
via reduced operating costs.

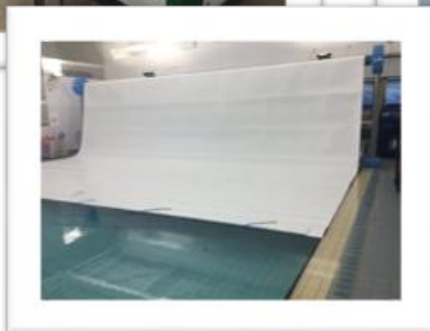
**9-year** payback period.

**2.5MW** of renewable  
energy generating capacity  
installed.

**9,000** LED light fittings.

**1,326** tCO<sub>2</sub> savings pa.

Building	Annual Savings (tCO <sub>2</sub> )
Wythenshawe Forum	297
Town Hall Extension	169
East Manchester Leisure Centre	101
The Sharp Project	295
Space Project	112
Hough End Leisure Centre	74
Arcadia Sports Centre	59
Moss Side Leisure Centre	23
North City Family and Fitness Centre	50
Belle Vue Sport Centre	123
Manchester Tennis and Football Centre	23
<b>Total</b>	<b>1326</b>

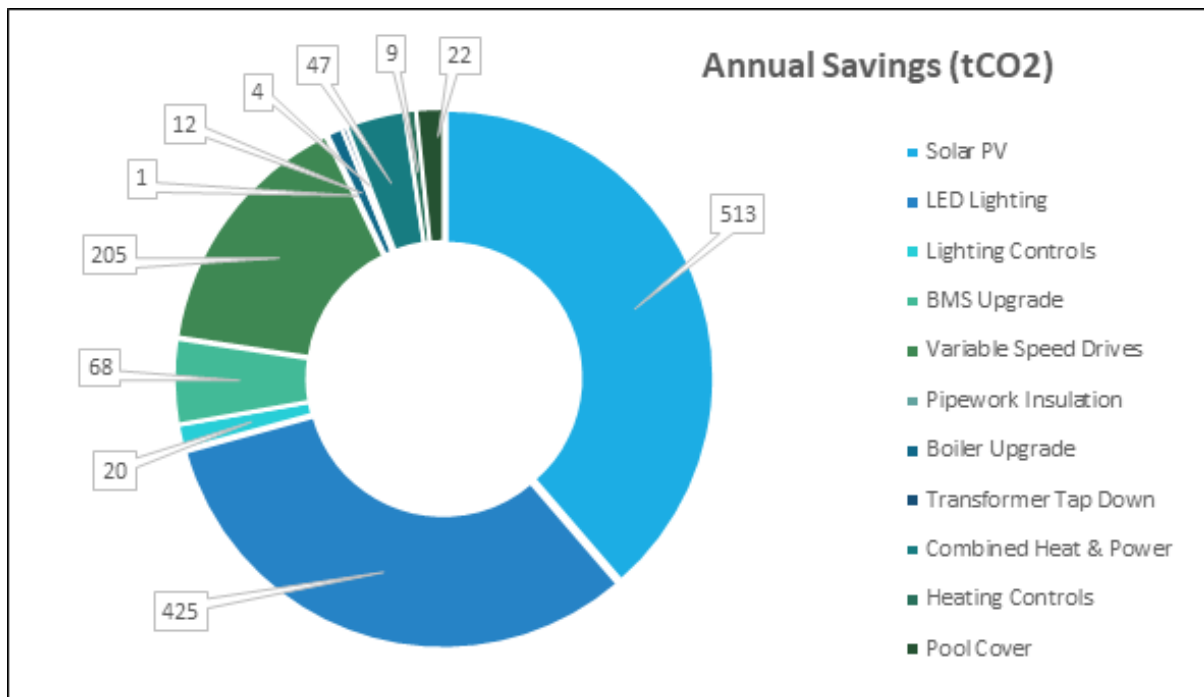


A range of different measures have been installed across these buildings, based on the findings of detailed energy audits. They include LED light fittings, building management systems, pipework insulation and a pool cover. Nine buildings have also had renewable energy generation capacity installed via solar panels, known as photovoltaics (PV), on their roofs.

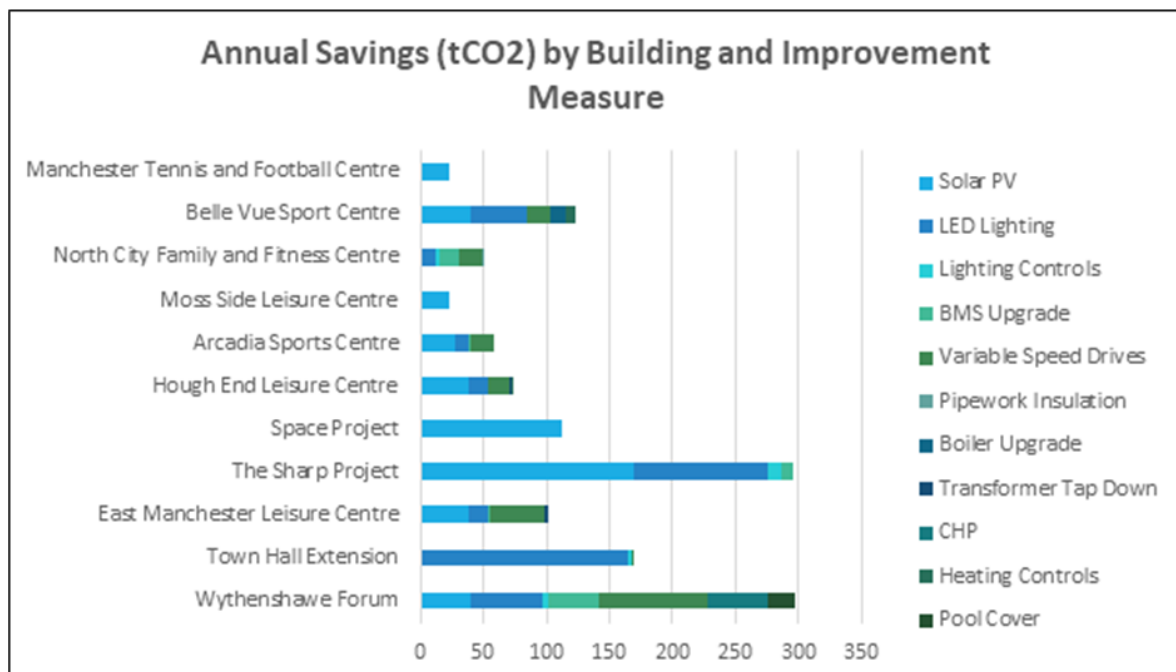




This graph below shows the tonnes of CO<sub>2</sub> each type of improvement measure installed (or being installed) across the Council estate will generate each year. Solar PV and LED Lighting are responsible for around two-thirds of the total annual carbon savings.



This graph below shows the distribution of energy saving technologies and their associated carbon savings across the eleven buildings.



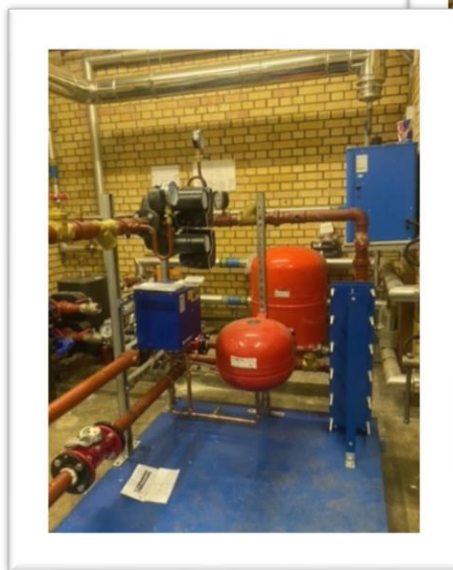
In addition to these measures, work continues on the delivery of longer-term projects and also on seeking additional funding where possible to support an increase in activity.

In a new opportunity, the Council is piloting novel heating and hot water technology with HydroZero, a UK company.

Traditional approaches to reducing or removing gas can be costly, requiring significant changes to a building's fabric and heat distribution system.

This pilot uses hydrogen and plasma to produce heat via an electrochemical reaction and has significant potential to provide a viable alternative to gas going forwards.

HydroZero are currently installing a boiler at Gorton Library - at no cost to the Council - which will be complete in February 2021; at which point detailed monitoring of cost and carbon savings will commence.



In the Old Town Hall, a **40%** energy reduction, and up to **25%** carbon saving (against 2009 usage), is being delivered as part of the refurbishment programme. Re-occupation is due 2024. The measures being implemented include:

- Insulating the roof and all heating pipework
- Removing and repairing windows to reduce air leakage
- Connecting to the CQHN and replacing the heating system
- Using natural ventilation to reduce cooling requirements
- Fitting LEDs throughout including heritage luminaires and external lighting
- Installing a new building management system with zone controls

**415 tCO<sub>2</sub>** additional annual savings will be generated as part of the new £5m European Regional Development Fund project, Unlocking Clean Energy in Greater Manchester. This will fund solar roofs, solar car ports and battery storage at the National Cycling Centre (in 2021-22) and Hammerstone Road depot (in 2022-23). The works are part of a wider GM project which includes the Energy Systems Catapult developing innovative business models to support greater rollout of renewable energy in future.

Further carbon savings will also be created should the bid to the UK government's Public Sector Decarbonisation Scheme be successful. These funds will support additional energy efficiency and renewable energy installations in up to 13 Council buildings, potentially including the Aquatics Centre, with a focus on decarbonising heat. This is part of a Greater Manchester consortium bid. The outcome should be known in the coming weeks.

**Action 1.2 Manchester Low Carbon Build Standard**

A new Manchester Build Standard has been developed to reduce the carbon impact of new-build developments and retrofit projects delivered by the Council. It is aligned to best practice guidance from the Building Research Establishment and the Royal Institute of British Architects and was endorsed by the Manchester Climate Change Partnership in December 2020.

The new standard has been rolled out across Capital Programmes and metrics have been agreed for inclusion within future capital business cases in early 2021 once the standard has been formally approved by the Executive (date tbc). A process is being developed to keep the Standard up to date and a programme of training for internal staff has begun. The Standard has been shared with external partners with an interest in driving sustainable construction including the North West Construction Hub Board and the National Association of Construction Frameworks.

**Action 1.3 Building and Energy Strategy**

The Building and Energy Strategy sets out the Council's approach to reducing carbon emissions across the operational estate, including the procurement of green energy, the generation of renewable energy, and infrastructure to support the wider take-up of electric vehicles; it informs the ongoing retrofit of the Council's estate to reduce carbon emissions. A final version of the report will be scheduled for approval in the coming months.

**Action 1.4 Large Scale Renewable Energy Generation**

A feasibility study on the potential for large-scale renewable energy generation schemes, including solar PV, onshore or offshore wind, to support the Council's transition to zero carbon began in October 2020. The objective of the study is to identify options to save:

**7,000 tonnes of CO<sub>2</sub> per year by 2025.**

The study assesses options to deploy renewables at scale on Council buildings and land, on assets owned by third parties and via different business models. The key findings are likely to set out two options: either invest directly in a large-scale solar generation scheme or enter into a Power Purchase Agreement (PPA) with an energy provider to purchase the energy directly from such a scheme. Each has different financial, risk and carbon impacts which will be considered in detail as options are taken forward for further analysis. The full findings will be presented to the Council's Zero Carbon Coordination Group in February 2021.

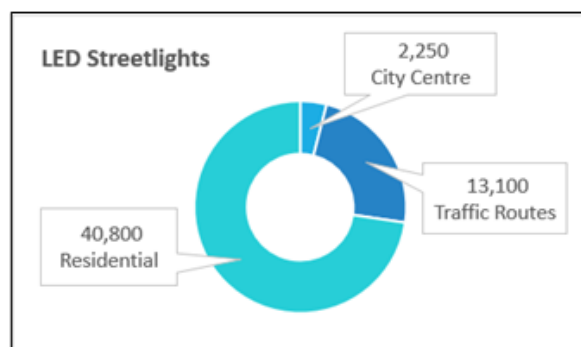
**1.5 LED Streetlights**

In September 2020 a three-year programme to retrofit Manchester's streetlights with LEDs was completed.

**56,000** lamps replaced

**70%** less energy consumed

**5,000** tonnes of CO<sub>2</sub> saved



**Action 1.6 Civic Quarter Heat Network**

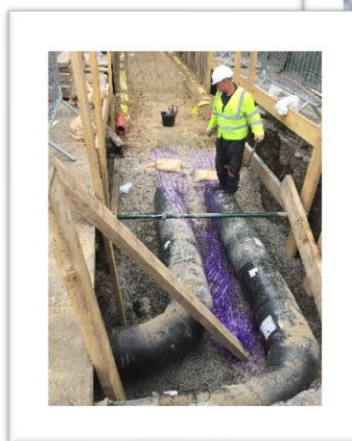
The Civic Quarter Heat Network will initially serve seven city centre buildings with the potential to connect more in the future.

**£24m** project containing a 3.3MW Combined Heat & Power (CHP) unit which will initially run on gas, a proportion of which will be 'green gas' and has the potential to introduce hydrogen into the mix in future to further reduce its carbon footprint.

**2km** of district heating transmission network has been installed (pipes, power and communication cables). The network has an expected operational life in excess of 50 years.

The Tower of Light is complete and in-building final connections for heat and power are in progress and will go live in February / March.

Commissioning of the energy centre (the centralised boiler plant) is in progress and energy generation will start in February. There have been some delays caused by Covid-19 including the transformation of the Manchester Convention Centre into the Nightingale Centre. The Town Hall is due to have equipment installed by September 2021 with power supply commencing in June 2022 and heat supply in November 2022.

**Action 1.7 Housing Stock Condition Survey**

Using the Northwards Housing Zero Carbon Study Report, published by Savills, an estimate has been calculated for the average cost of low carbon retrofits to social housing (£25,600 per dwelling). These figures were extrapolated to estimate the cost of retrofitting owner-occupier and private-rented sector housing; this figure is estimated between £16,000 and £39,000 per dwelling.

In addition, GMCA have been carrying out a detailed study of housing stock condition across Greater Manchester which is due to complete early in 2021; these findings will be fed into future planning.

**Action 1.8 Energy Efficient Housing**

A significant amount of funding has been secured to improve the energy efficiency of Manchester's housing stock, and more funding applications are in the pipeline.

**£500k** funding has been secured from the Green Homes Grant (round 1a) will improve **42** dwellings with an Energy Performance Certificate rating of D or below by March 2021.



**£250k** bid submitted to the Green Homes Grant Local Authority Delivery (round 1b) to improve **21** homes. Options are being discussed with landlords who provide homelessness temporary accommodation for the Council as one-third match funding is required.

**£7.8m** funding secured from the Social Housing Demonstrator Fund and One Manchester to retrofit approximately **156** hard-to-treat concrete construction homes at Grey Mare Lane, Beswick. **96** dwellings in the social-rented sector will receive a full retrofit and around **60** private dwellings will receive a partial retrofit to deliver consistent "kerb appeal".

**2** new-build schemes are also in negotiation with developers: **77** dwellings at Russell Road (the site of Spire Hospital) in Whalley Range will be BREEAM 'very good' as a minimum, and **68** dwellings at Silk Street in Newton Heath will include measures such as ground source heat pumps, air source heat pumps, green roofs, green walls and electrical vehicle charging.

### Action 1.9 Energy Efficiency in Commercial and Non-Domestic Buildings

One of the ways in which the Council is using its direct influence to support external partner organisations is by ensuring that the benefits of transitioning to zero carbon are clearly outlined in the provision of loan funding and the commissioning of services.

For example, the Council has supported the LTE Group and Manchester College with loan support towards the delivery of their estate strategies. Several design features have been included to reduce carbon emissions including the application of BREEAM standards to achieve an 'Excellent' rating, an EPC rating of A and the reduction of operational costs through sustainable design.

Similarly, where senior Council leaders have roles as directors on various boards and partnerships, influence is used to ensure that investment decisions and development of strategies are aligned to the Council's Climate Change Action Plan and/or the Manchester Climate Change Framework.

### Action 1.10 A Local Energy Plan for Manchester

The Greater Manchester Local Energy Plan project is a 2-year project designed to develop Local Area Energy Master Plans to help optimise current and future energy assets and to support energy innovation.

**£6m** Innovate UK grant, led by GMCA with specialist expertise from the Energy Systems Catapult.

Manchester City Council is one of 11 partners and work is expected to commence on our Area Plan in early 2021.



**GREATER  
MANCHESTER  
LOCAL ENERGY  
MARKET**  
DOING THINGS DIFFERENTLY FOR THE ENVIRONMENT

### Action 1.11 Leasing or Disposing of Council Land and Buildings

Work has started in the Council's Development Team to review the processes and governance arrangements required to ensure the Council's zero carbon commitments are reflected when Council buildings or land are disposed of or leased to a third party.

**Action 1.12 A New Manchester Local Plan**

The consultation on key issues in the new Local Plan for Manchester took place in 2020 and included the target to achieve a zero carbon Manchester by 2038. Feedback from the consultation confirmed that zero carbon was a key issue across the range of responses from individuals, businesses and other organisations.

The next stage will be to develop a first draft and to include key policy options with a preferred policy approach identified. The current Core Strategy (Manchester's adopted Local Plan) includes a suite of policies (EN4 to EN8) that guide development towards zero carbon:

- Policy EN4 - Reducing CO2 Emissions by Enabling Low and Zero Carbon Development
- Policy EN5 - Strategic Areas for low and zero carbon decentralised energy infrastructure
- Policy EN6 - Target Framework for CO2 reductions from low or zero carbon energy supplies
- Policy EN7 - Energy Infrastructure opportunities
- Policy EN8 - Adaptation to Climate Change

The task ahead is to consider where these policies need to be revised in the light of new evidence and understanding about the pace of change required to meet the CCAP targets.

**Action 1.13 Partnership Work with Experts on Buildings**

Several activities have been taking place to develop partnership working with local and national experts. In October 2020 a 'partnership mapping' exercise took place within the Council's City Policy and Corporate Estates teams to develop a structured approach.

The Council has continued to contribute to, and drawn expertise from, the North West Construction Hub, the National Association of Construction Frameworks and the Cambridge Centre for Smart Innovation and Construction, along with Highways England and the Environment Agency.

Capital Programmes are also working with Wilmot Dixon to identify key performance indicators which can be rolled out to all framework contractors as a national trial. The Manchester Low Carbon Build Standard has been shared with the Core Cities Low Carbon group and further discussions are planned to support development of a Greater Manchester Carbon Standard for buildings.

There will be further meetings with City Policy to progress discussions on the Local Plan and with the Manchester development community to identify opportunities for collaboration.

**Workstream 2: Travel and Transport****Action 2.1 Decarbonise Waste Collection**

The Council has made a **£9.8m** investment into decarbonising waste collection and improving air quality by purchasing:

**27** Electric Refuse Collection Vehicles to **replace 50%** of the fleet.

The manufacturer of the vehicles is based in the North West and delivery is planned in phases between new year and March 2021.



Electrical charging

infrastructure has been installed at Hooper Street and Longley Lane depots in readiness for the new vehicles; charging infrastructure works are nearing completion at Hammerstone Road depot.

Once operational these vehicles will save **900 tonnes of CO<sub>2</sub>** per year.

**Action 2.2 Decarbonise Operational Fleet**

The Council's operational fleet comprises around 220 vehicles (numbers fluctuate over time as leases expire and are renewed) and work began several years ago to move away from traditional fuels.

To date, 16 diesel vans have been replaced with 16 fully electric vans and four cars have been replaced with 1 fully electric and 3 hybrid cars.

In June 2020, charging infrastructure was installed at Hooper Street depot for use by the Council's facilities teams and security contractors Engie and Mitie.



Further analysis is

underway to assess the potential for extending charging infrastructure to enable a greater number of electric vehicles to be deployed within the operational fleet.

**Action 2.3 Sustainable Travel Policy**

The Council's new Staff Travel Plan has been delayed as a result of staff in HROD being required to support the response to Covid-19 but is now being prioritised with the support of an external specialist.

The Plan represents an opportunity to build on some of the positive changes to behaviour which have emerged during 2020 including promoting cycling, walking and public transport, and reducing the need to travel through the use of technology such as video conferencing.

**Action 2.4 Walking and Cycling**

**£13.4m** investment from the Greater Manchester Mayor's Challenge Fund supported delivery of the Chorlton to Manchester City Centre cycling route which includes the UK's first 'Cycle Optimised Protected Signals' or **CYCLOPS** junction at Royce Road in Hulme which was opened on 3 July 2020 and which won a Vision Zero Leaders Award:  
<https://www.youtube.com/watch?v=lQOVwUzJoto&feature=youtu.be>



**£5.5m** of funding from the Government Active Travel Fund will be invested into two projects which promote sustainable forms of transport and prioritise walking, wheelchair access and all forms of cycling.

£4m of which will fund the **City Centre Triangle** which will see improved cycling and walking links between the city centre's three major train stations - Deansgate, Piccadilly and Victoria.

And £1.5m will fund cycling and walking improvements between **Wythenshawe** town centre, Wythenshawe Hospital and the city centre.



**£11.5m** of additional investment from the Greater Manchester Mayors Challenge Fund has been secured to support the **Northern Quarter Cycleway**, which will encompass all routes from the Northern Quarter, Piccadilly and Victoria.

**£774k** of funds, also from the GM Mayors Challenge Fund, has been secured to support active travel schemes in **Levenshulme** and **North Burnage**.

Following public consultation, a 6-month trial began in January 2021 to allow a temporary version of the Levenshulme and Burnage Active Neighbourhood scheme to be tested. A key target of the approach is to reduce the number of vehicle journeys and improve air quality. Filters, such as planters, have been placed at a series of locations where they will help to reduce levels of rat-running traffic through residential streets, while maintaining essential access and encouraging more people to consider walking and cycling for their local journeys. The trial allows the scheme to be seen in action, tested and analysed so it can be refined and amended where required.

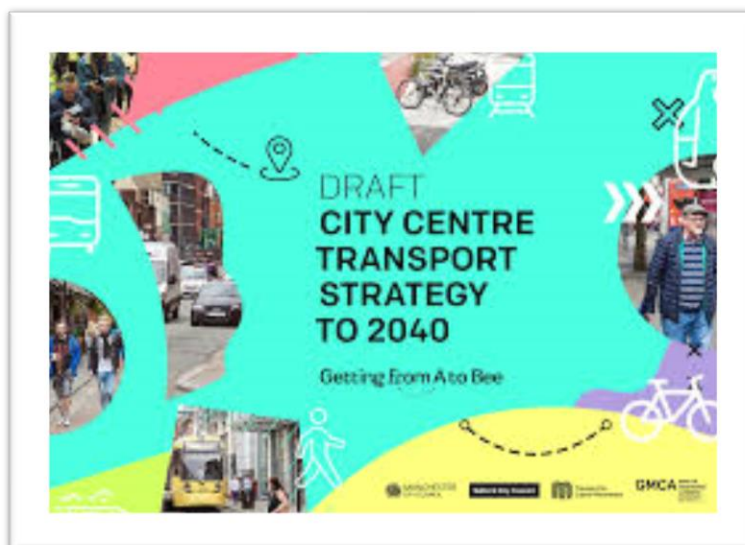
In **Harpurhey**, proposals have been brought forward for 11 new or improved road crossings to make active travel into the centre of Harpurhey by bike or on foot safer and more convenient. A consultation was carried out in October 2020 to ensure local residents had the opportunity to give their views.

### Action 2.5 Strategic Transport Infrastructure

A Draft City Centre Transport Strategy for 2040 has been developed in partnership with TfGM and Salford City Council.

It outlines plans for future City Centre Transport and builds on input from residents, commuters, businesses, visitors, transport operators and other stakeholders to ensure it reflects both existing transport challenges and future aspirations for the city centre of those that use it each day.

It seeks to bring together the ambitious plans to make the city centre a more attractive place to live, work and visit; the medium and long-term plans for continued growth in the number of jobs and homes; the demands that the transport system needs to meet; and the short-term measures that have been needed to respond to the Covid-19 pandemic.



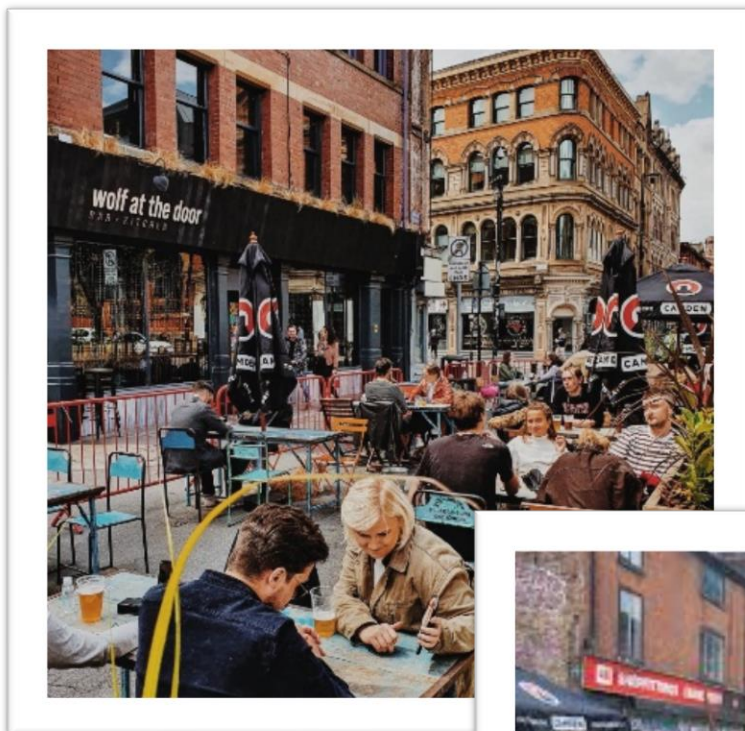
**Action 2.6 City Centre Transport Strategy**

A public consultation on the City Centre Transport Strategy was held between September and November 2020.

**2450** responses were received.

The strategy includes ambitious plans for the city centre to improve air quality, increase the amount of quality public space and prioritise walking, cycling and public transport to further reduce dependence on private cars.

The strategy envisions a well-connected, zero-carbon centre at the heart of the North, offering residents, workers and visitors a great place to live, work and play, and getting the right balance between the different ways of travelling. The headline target is for 90% of morning peak trips to the city centre to be made by public transport and active travel by 2040.



The Strategy sets out these principles in seven ambitions and presents committed interventions and future proposals to achieve the ambitions.

The proposals are grouped thematically around Our Bus, Our Metrolink, Our Rail, Our Streets and Our Integrated Network.

The strategy includes a commitment to build on the successful street closures during Covid-19 including bringing forward detailed proposals for Deansgate and other city centre streets.



This is all part of an overall strategy to ensure the city centre can lead a strong, sustainable, healthy and inclusive recovery, and balance the competing demands for city-centre space.

**Action 2.7 Aviation Emissions**

Manchester Airport Group have joined Manchester Climate Change Partnership as a formal partner. There will be 6-monthly senior-level meetings to progress the aviation actions in the Framework. Manchester Airport Group are also a member of UK Government Jet Zero Council, a partnership between industry and government to drive the ambitious delivery of new technologies and innovative ways to cut aviation emissions.

**Action 2.8 Sustainable Travel Incentives**

Travelling to work has been significantly affected by the Covid-19 pandemic for many Council officers, however, increasing the number of staff that travel to work by sustainable modes of transport remains a priority and is being reviewed in conjunction with development of a Sustainable Travel Policy for business travel (see action 2.3).

A range of incentives and support will be considered including salary sacrifice schemes for bus, tram and rail tickets. Positive behaviour changes that have come about due to Covid-19, such as reducing the need to travel by using technology such as video conferencing, will also be considered. Between January and December 2020, the Council have received 169 applications for the cycle to work scheme.

### Workstream 3: Reducing Consumption-Based Emissions and Influencing Suppliers

#### Action 3.1 Sustainable Procurement

The Council's approach to Social Value in procurement has been reviewed in the context of the Climate Emergency Declaration and the impact of the Covid-19 pandemic. In 2020, the Council trialled inclusion of an additional **10% environmental weighting** within procurement to help reduce the carbon footprint of our consumption-based emissions.

Manchester City Council is the first Local Authority to do this.

Five procurement exercises covering highways and external advertising were included in the trial (some of these were for framework contracts involving multiple suppliers).

**£22m** is the estimated total annual value of these contracts.

Examples of the positive environmental behaviours elicited by the additional 10% weighting include successful bidders:

- Having carbon reduction targets for their organisation, including one who is working to be net zero carbon by 2030.
- Monitoring the specific carbon emissions related to delivery of the contracted service, utilising credible tools like the Carbon Trust's SME emissions tool.
- Reducing CO<sub>2</sub> emissions from highways surface treatment by 10% per year between 2020-22.

Work is now underway to update the Council's social value policy, which will go to Scrutiny and Executive for approval (date currently being confirmed). Recommendations will include an option to move on a pathway to a 10% environmental weighting across all tender opportunities and commissioning activity.

#### Action 3.2 Tyndall Centre Report

Within the existing Social Value protocols that guide procurement, the environmental questions have been updated to reflect the findings of the Tyndall Centre report on consumption-based emissions.

The work outlined above in action 3.1 will support an extension of this activity to reduce the Council's indirect emissions and work is currently underway to estimate the carbon impact of different categories of procurement to support a prioritised approach to updating specifications, evaluation questions and monitoring.

The Carbon Literacy training, which draws on the Tyndall Centre and related research, has been delivered to the Council's Integrated Commissioning and Procurement team to help them implement improvements to drive down indirect emissions.

#### Action 3.3. Single Use Plastics

The Council has committed to be **Single Use Plastic free by 2024** in line with the Plastic Free Greater Manchester Pledge. In support of this, Operational Estates have implemented the following changes across our estate including the cafes in City and Central Libraries:

- Issuing paper straws rather than plastic
- Issuing corn starch cutlery instead of plastic
- Using biodegradable card serving boxes for food
- Ensuring all cleaning chemicals are cradle to grave sustainable products
- Refilling workstation cleaning sprays from concentrate
- Avoiding plastic wrapping on products from cleaning material suppliers



**Contract cleaners** have pledged to eradicate non-essential Single Use Plastics by the end of 2020.

A range of **Sustainable Events Guides** have been produced in partnership with Julie's Bicycle, these guides will be used for Council-run events as well as events organised by third parties that are held on Council land.

Two Council events were delivered in line with the new guide in 2019, prior to publication and before Covid-19 restrictions halted all event activity in March 2020.

- The Manchester Day in 2019 featured a unique parade where everything was pushed, pulled, cycled or wheeled (except for a GM Fire & Rescue vehicle) and a large proportion of content was made from recycled and up-cycled materials. This event gained 4 stars in the externally verified Creative Green certification.
- The Festival of Manchester in 2019, held in Platt Fields Park, made water available to attendees via mains and a bowser to help reduce the sale of plastic water bottles and 15 food traders committed to using single-use plastic free cutlery and containers.

Learnings from these events are to be shared across event partners as part of rolling out of the Sustainable Event Guides - now expected in 2021 subject to Covid-19 restrictions.

**£7K** of funding has recently been made available through the URBACT C-Change Project (EU funded) to support the Council's Events team to quantify the positive environmental impacts of measures to eliminate Single Use Plastics and to identify further potential to expand this good practice in future activities.

**Manchester Markets** have improved efficiencies around refuse collection across the city centre sites to increase recycling rates and reduce general waste. Options are now being explored to see what energy efficiency measures can be considered to improve the efficiencies of the pop-up market chalets used in the city centre.

Additional positive environmental impacts have been delivered via procurement of the **new Christmas decorations**.

Bidders were specifically asked in the invitation to tender to describe how they would contribute to reducing carbon emissions.

The winning bidder stated it had reduced its carbon footprint by 40% in the prior 5 years. Their lights are LEDs and their motifs used in street decorations are 100% recyclable, derived from sugar cane and recycled aluminium. At the end of their usable life these motifs are returned to the manufacturing plant where 70% is composted and 30% recycled.



### Action 3.4 Citywide Supplier Toolkit

The Council are updating existing toolkits for suppliers to support the adoption of an additional 10% environmental weighting in procurement (see action 3.1). These toolkits will include guidance for suppliers on improving their environmental performance to help drive positive action through supply chains and will feed into the rest of the work described here.

As a member of the Manchester Climate Change Partnership (MCCP), the Council is working with key local stakeholders to develop a shared approach to procurement and commissioning across the city that focuses on tackling climate change.

Manchester Metropolitan University and the University of Manchester have been asked by MCCP to work on the evidence base for a shared citywide Supplier Toolkit to help drive

reductions in the carbon footprint of supply chains via sustainable procurement and commissioning. There is an agreement that any toolkit needs to be usable by SME's as well as large organisations, therefore the Manchester Climate Change Agency has agreed to approach around 60 companies across a range of sectors to recruit volunteers for an initial pilot and consultation.

### Action 3.5 Single Use Plastics

In partnership with Julie's Bicycle, the Council has produced a range of **Sustainable Events Guides** for event organisers, suppliers, service providers and venues which include commitments to reduce and eliminate the use of Single Use Plastics.

The guides were launched as part of an EU-funded URBACT C-Change project on tackling climate change within the culture sector. The event was attended by Manchester Climate Change Partnership, Manchester Arts & Sustainability Team (MAST) and international project partners from Mantova, Sibenik, Wroclaw, Agueda and Gelsenkirchen - the guides have since been translated into two languages (Italian & Croatian) by these partners.

Across **Manchester Markets**, changes have been introduced to influence traders.

**74 traders** across the Arndale and Church Street Markets, as well as the additional traders at our Specialist and Pop-up Markets have committed to use consumables that are 100% recyclable, 100% compostable, 100% biodegradable & disposable.

The Council's Markets team have also made changes to the trader application process by adding an environmental section which includes sourcing of supplies, food miles and the trader recycling policy. This data is included as part of the application scoring system. The Markets team are now working through the challenges of policing contracts and supporting traders to live up to these commitments.

**21 caterers** operating across the City's parks have also committed to reduce and eliminate single use plastics as part of their licensing agreements. As with markets, work is underway to monitor these commitments and challenges are being identified but the ambition is there, for example, Heaton Park is aiming to be single use plastic free by January 2021.

### Action 3.6 A Sustainable Food System

The Manchester Food Board have drafted a Food Policy Statement and Manchester Food Recovery Action Plan to support the creation of a resilient food system.

One of the Recovery Objectives is to: **Reduce environmental impacts throughout the food system with a focus on food waste and a shift to more ecological practices.**

Legacy work is underway which builds on the food response during Covid-19. Safe food donations information is now live on the Council's website.

## Workstream 4: Climate adaptation, carbon storage and carbon sequestration

### Action 4.1 The Manchester Tree Action Plan

Based on the successful tree planting work over the last thirteen years where over 100,000 have been planted, a new

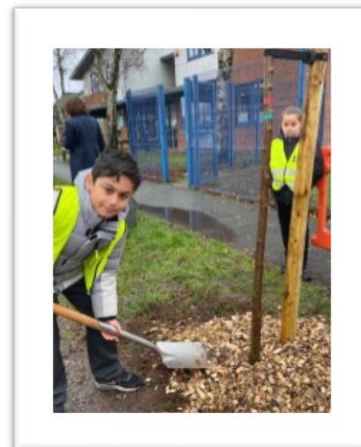
**£1m** 3-year programme of city-wide tree planting has been launched, with planting season now underway over winter 2020-21.

In December 2020, an avenue of mature trees was planted to help create Great Ancoats Boulevard; with 62 trees planted in total.

In the same month, 33 cherry trees were planted to create a feature avenue in Old Moat; this was done on the back of a consultation and with the support of local residents, a nearby primary school and ward councillors.

The city is on track to meet this year's targets but, as the tree-planting season runs from November to March, the full and accurate figures are not yet available.

The projected spend for this year is £250k. As the programme is rolled out, the target is to plant 1,000 new trees, including a mix of street trees, beacon trees, avenues, hedgerow planting and community orchards within parks.



### Action 4.2 Embedding Nature Based Solutions

Work to embed nature-based solutions (NBS) for flood resilience in open spaces, highways and new developments across the city has continued in 2020. Examples include:

**GrowGreen** is an EU-funded Horizon 2020 project which has delivered NBS demonstration projects in Manchester, Valencia and Wroclaw. Alongside these practical schemes, Universities in the three cities are developing KPIs to monitor the physical and social benefits which the demonstrators bring. In Manchester, the University of Manchester have begun monitoring the impact of the West Gorton Community Park.

**The West Gorton Community Park** is a £1.4m, 14,000 sq. metre "sponge" park funded by GrowGreen which opened in July 2020. This is a new, accessible, multi-functional neighbourhood green space designed to help the climate resilience of the local area. It follows "sponge principles", incorporating sustainable urban drainage (SuDS) to allow rainwater run-off from nearby roads to be channelled and filtered through natural drainage systems, slowing and reducing the flow into the normal drainage system.

The development of the community park included working and consulting with the local community in West Gorton to ensure local ideas could be incorporated into the final design. It has also provided a real-life experience of the procurement and installation process of



such a NBS feature and provides a showcase location which can demonstrate NBS's in use and the potential wider business cases for future financing of such developments.

Video link: [Seeing Is Believing: West Gorton Community Park - YouTube](#)

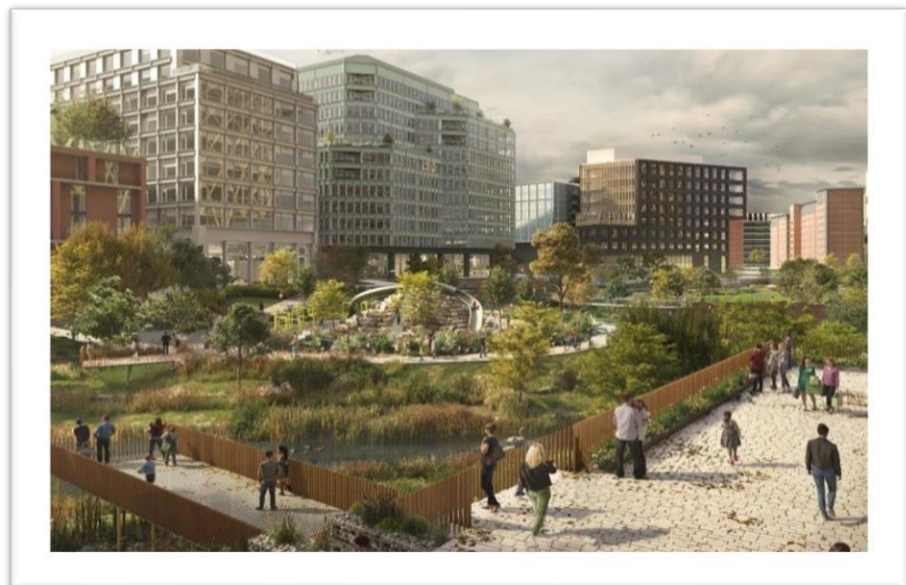


**Manchester River Valley Strategy** – procured from our EU Horizon 2020 funded GrowGreen project, The Environment Partnership (TEP) are developing a River Valley Strategy for the city's three main rivers (Irk, Mersey, Medlock). This will provide further evidence to the main Green & Blue Infrastructure Strategy, on the value of the city's rivers and their tributaries to the city (both as a flood resilience asset, but also the many co-benefits), and consider how best they could be retained or improved.

**Mayfield Park** – will be the city's first new park in over 100 years. Consent for phase one of the scheme was granted in February 2020 for the creation of the 6.5-acre park.

In August 2020 Mayfield secured £23 million in grant funding from the Government's 'Getting Building' Fund which will allow construction to commence soon.

Mayfield is a 24-acre brownfield site with the River Medlock and green infrastructure improvements central to its delivery; it is designed as a 'floodable park', bringing citizens closer to the river.



**Northern Gateway** – In partnership with FEC, the Council have set the ambition for world class green spaces throughout the development, including seven 'new' green spaces including a City River Park and a viaduct development. Challenges exist around capital and



ongoing maintenance finance and governance models. With assistance from GMCA, around £30k of technical assistance has been secured to look at different business models for ongoing governance and maintenance models.

**GMCA Ignition Project** – this is a £4.4m collaboration project led by GMCA bringing together 12 GM-based partners including Manchester City Council, United Utilities and the Environment Agency. Activities of the project include mapping the ‘baseline’ of Green Infrastructure in Greater Manchester; mapping the overlay of historic flood events with the Council’s capital and highways programmes and the capital programmes of United Utilities and Environment Agency; and exploring potential business models for parks including partial disconnection from mains drainage. Within this project, the Council has secured an additional allocation of £15k to provide further detail around a business case for installing exemplar Sustainable Urban Drainage on Deansgate.

#### **Action 4.3 Tree Opportunity Mapping**

In August 2020, the Council committed £50k and commissioned City of Trees and TEP to deliver a piece of work ‘Managing Manchester’s Trees’ (MMT) which will help provide a better understanding of the city’s tree resource and identify further opportunities for planting and management.

The ‘i-Trees’ assessment of our tree stock aims to demonstrate the value of our existing 1.2 million trees to carbon storage, sequestration, climate resilience air quality and many other benefits. The tree mapping will conclude in March 2021 and will focus on the following:

- A retrospective look back at the composition, change and evolution of the City’s treescape over the last 100 years.
- A sustainable and innovative plan for managing the City’s existing tree resource.
- Ward specific opportunity maps indicating priorities for new tree planting, including species suitability options.
- The means to identify ward specific location for new Beacon Trees (mature) tree planting.

This work will provide the context within which opportunities for tree planting can be assessed going forward, allowing reasoned decisions to be made regarding appropriate places to plant individual trees and woodland. It will be used to inform the ongoing active tree planting programme. To support this, the Council have committed £45k to create a 2-year part-time post to manage this internally.

#### **Action 4.4 Maximising Council Contribution to City of Trees**

The aforementioned £1 million programme, delivering significant levels of tree planting on Council owned land, represents the Council’s contribution to the citywide effort by City of Trees to increase the number of trees in Manchester.

The aim is to plant trees in the right location and of the right species to achieve maximum benefits for climate adaptation, carbon storage, sequestration. The key consideration is to find sites capable of accommodating larger trees that will create long lasting impact, provide local benefits and will be capable of surviving into old age. By the end of the full programme all wards will have received additional tree planting where appropriate.

## Workstream 5: Influencing Behaviours and being a Catalyst for Change

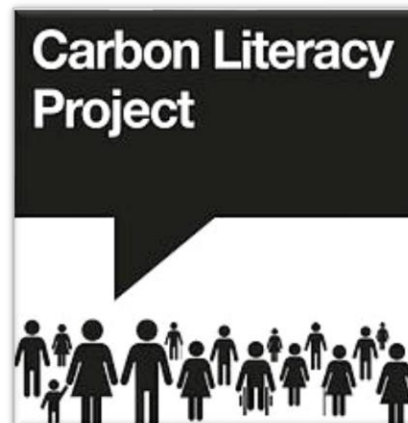
### Action 5.1 Carbon Literacy

Carbon Literacy training was paused in spring 2020 as Covid-19 restrictions prevented the face-to-face element of the course from taking place.

An online version was developed and accredited to enable training to continue throughout the pandemic; all places on the remaining training courses are fully booked until the end of February 2021.

We are currently a Carbon Literate Organisation at

**Bronze** level and expect to achieved Silver when the annual awards are made, hopefully in Spring or Summer 2021.



### Action 5.2 Environmental Weighting in Procurement

This action is to roll out the additional 10% environmental weighting - see action 3.1.

### Action 5.3 Embedding Carbon in Decision-Making

Zero carbon has been recognised as a council priority and is being embedded into the Our Manchester Strategy reset and the council's Corporate Plan.

The **Capital Gateway** business case criteria is kept under review so that it can be altered and adapted as the Council's priorities develop. The business cases requesting capital investment are now required to include a carbon measure, both for during the project progression stage and the ongoing lifecycle post-completion. The intention is that the carbon footprint of a scheme is considered as part of the decision-making process. This work is ongoing and will reflect the decisions taken by the Council on how it will meet the future carbon reduction targets in order to become carbon neutral by 2038.

A **Manchester Build Standard** (see action 1.2) will be applied to all new build and refurbishment projects to reduce carbon emissions. This standard is intended to enable colleagues to draw out several metrics for inclusion within business cases and therefore seek to ensure that the carbon impact of capital decisions are transparent and fully understood. Work is ongoing to draw out the benefits committed within individual project business cases, commencing with projects which have achieved approval to spend since 1st April 2018 and which were procured through the North West Construction Hub.

The Council has worked with partners including the Manchester Climate Change Partnership to develop an **Economic Recovery and Investment Plan** in response to the Covid-19 pandemic. The plan sets out Manchester's commitment to a green, zero-carbon and climate-resilient recovery.

It proposes a programme of **£289.4m** that will support our zero carbon ambition.

The Council continues to embed the city's zero carbon objectives into **Strategic Regeneration Frameworks** for those areas of the city which are being redeveloped.

Examples include:

- Wythenshawe Hospital Campus Strategic Regeneration Framework March 2020
- St Mary's Parsonage - Strategic Regeneration Framework July 2020
- NOMA Strategic Regeneration Framework Update 2020
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework – Poland Street Zone July 2020
- First Street Development Framework Addendum 2020 July 2020
- Draft North Manchester Health Campus Strategic Regeneration Framework November 2020.

Discussions around including climate change into the **grants for Voluntary and Community Sector organisations and Cultural organisations** have begun well in advance of the next funding round so that appropriate and tailored solutions can be developed.

Meetings with key environmental stakeholders in the culture sector have been facilitated by the EU-funded URBACT C-Change project and a range of tools and training courses are being developed to support culture organisations of all sizes, with £33,750 dedicated budget for capacity building.

## Action 5.4 Community Engagement

The Council's Neighbourhoods team have been working with residents across all

**32 Wards** to embed climate action into Ward Plans. Where possible, public events have been held to engage with residents and local stakeholders.

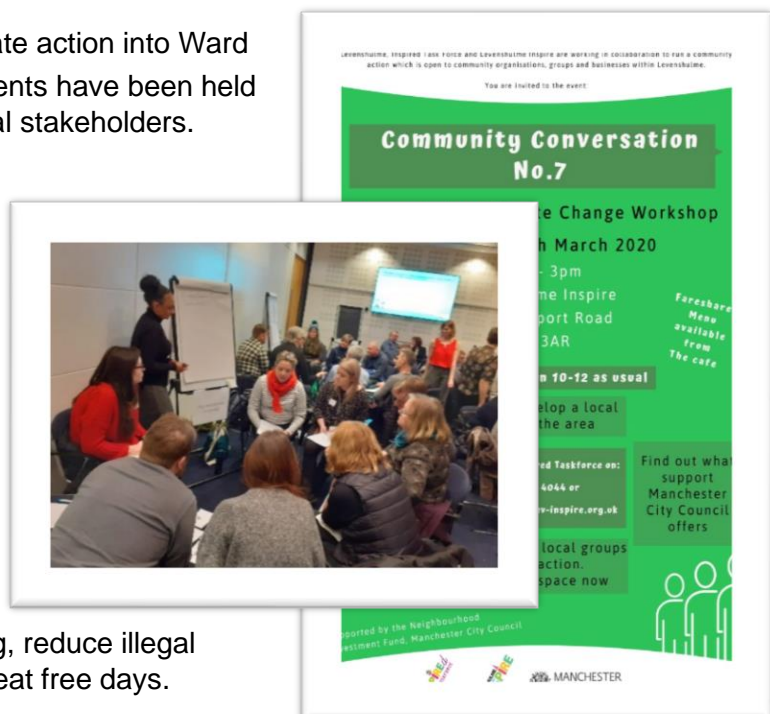
Over **300 residents**

have attended these, with others participating online. Many more residents have become involved with action-focused events such as tree planting or consultations on specific issues of concern.

Examples of these actions include developing local campaigns to encourage change including improved walking routes, increase recycling, reduce illegal parking, more biodiversity and meat free days.

The Covid-19 pandemic has significantly impacted on the progress of the climate plans, Government restrictions have prevented communities meeting in groups and most volunteering opportunities have reduced. Effective engagement during the pandemic is a challenge, which is recognised across many wards.

Three new Climate Change Neighbourhood Officers are currently being recruited (one for each of the three area teams) to provide additional capacity on this agenda and to work closely with other colleagues in the teams.



Despite these challenges **£52,000** of Neighbourhood Investment Fund has been directed towards

**41 climate action projects** as part of 2020-21 programme. Examples of these include:

- Friends of Fletcher Moss and Parsonage Gardens planting a "green screen" outside Beaver Road School and Barlow Medical Centre on Wilmslow Road to combat pollutants caused by traffic.
- Two advanced compost stations installed on both sides of Ladybarn Park to create better recycling and composting facilities. Sessions with local schools held to teach children the importance of composting.
- Gardening Group funding for Harpurhey to increase food growing by developing a garden to benefit health, encourage greening, combat climate change and initiate enterprise. Sow the City helped the gardening group to build raised beds and compost bays on site and provided growing and composting workshops. The produce will be used at the onsite Community Grocer and Community Café.



The Neighbourhood teams have also worked with local partners and residents to organise Clean Air activities and continue to work with schools on the Junior Police Community Support Officers and anti-idling campaigns.

Reducing the amount of traffic, particularly for short journeys and drop-offs at school, remains a major concern in all wards.



In January 2020 the Council organised the second **Youth Climate Change Action Summit**, which was held at Manchester Central Convention Complex.

It gave pupils aged 9-14 years the chance to explore what they can do to help the City to meet its ambitious, science-based target to become zero-carbon by 2038 at the latest. ru





348 attendees

49 schools participated

65% of primary schools and

35% secondary schools sent delegates

Over the Summer of 2020 the **Manchester Youth Council (MYC)** trialled the Kloodle app which includes a section on the environment to embed it into young people's learning and achievement online record.

20 young people used the app and 50 young people trialled the MYC Climate Wheel and Skills to Save the Planet during 2020.

In September 2020, Manchester Youth Council won the North West Youth Focus - Most Committed to Saving the Planet Award.

In November 2020, a Youth Climate Summit was organised by teachers across the UK and facilitated by Transform Our World; it was timed to coincide with the time when our world leaders were due to meet to discuss climate change and the ecological crisis at COP26. This collaborative youth summit brought together young people from schools, organisations and youth groups to show that climate change is not dropping down our agenda.

Engagement in the run up to the event consisted of a logo competition and an open invite to help shape the programme and volunteer. Manchester Youth Council presented a 20-minute film to promote their Climate Wheel and Climate Charter.

The **MYC Climate Wheel and Charter** will be launched in April 2021. Packs will be sent to schools as educational resources to encourage them to create climate champions across Manchester with monthly competitions for the best Climate Wheel. MYC members will choose the monthly winner.

A former **Manchester Youth Parliament** member has been selected by the BBC to become a climate reporter for Manchester, posting positive messages to encourage young people to tackle climate change.

As the key funder of the **Manchester Climate Change Agency (MCCA)**, and a member of the Manchester Climate Change Partnership, the Council is also supporting the



establishment of a citywide programme of community engagement activities to build local capacity to take positive climate action.

The Council, MCCA, Hubhub, Tyndall Centre for Climate Change Research, Amity and the University of Manchester have successfully collaborated on a development bid to the National Lottery Climate Action Fund. The Zero Carbon and Resilient Communities

Programme has been awarded **£206k** of funding and will focus on several of the city's communities, building on the work which has already been undertaken by the Council's Neighbourhoods teams and working with the three new Climate Change Neighbourhood Officers.

An additional **£480k** has been secured from a range of funders to support the communications and campaign element of this programme which will work with a number of the communities on specific projects and be run by Hubhub.

**£417k** of funding has also been secured from the Arts & Humanities Research Council for a project on climate resilience using arts in partnership with the University of Manchester and is being developed alongside the Council's Neighbourhood's team in Miles Platting and Newton Heath. This 2-year project will work with the local communities to better understand how local policies and action plans can increase and support climate resilience and enable people to act on climate change.



Manchester was amongst the first cohort of participating cities signing up to the **City Business Climate Alliance**. All these cities have a mayoral mandate to develop local city-business collaboration platforms with the aim to convene, set joint commitments, co-create and eventually implement projects that help cities deliver on their Climate Action Plans in line with the Paris Agreement.

### Action 5.5 Citywide Communications Campaign

During August and September 2019, research was conducted by the Council's Communications team to explore the attitudes, perceptions and behaviours of Manchester residents on climate change.

Phase 1 was face-to-face quantitative research with more than 1,100 residents representing a balance of age, gender, ethnicity and geography. Phase 2 was more qualitative research gathered from 3 focus groups, each attended by approximately 50 people.

Together, these sessions helped to deliver insights on the views of Manchester residents towards climate change and what messaging would work to promote greater uptake of positive climate action across the City.

These insights were fed into the development of the "Leaving Carbon Behind Campaign" which launched in July 2020.

Its aim is to raise awareness of the climate emergency and promote positive behaviour change amongst Manchester's residents, workers, businesses and visitors.

**Social media** has been a key channel for the campaign as well as **advertising channels** including:

- Manchester Evening News, print and digital advertising.
- Outdoor digital screens.
- Outdoor adverts in local areas (wards were selected based on demographic makeup).
- Bus advertising (external bus adverts on the rear and side panels of buses) on key routes across the city.

A new webpage has also been developed:

<https://www.manchesterclimate.com/zerocarbon/>



### Action 5.6 Funding Manchester Climate Change Agency

Additional capacity for the Manchester Climate Change Agency is being put in place and the new structure and posts have been approved by the Council's Personnel Committee. A new Director will be in place in early 2021 and the other posts will also be filled including the crowd-funded Youth Champion role. A task-and-finish sub-group has been convened to ensure the new organisational and governance structures are fit for purpose.

A priority for the new Director will be to ensure that the organisation can become financially sustainable over the next 2 years and to expand the Partnership to include a wider range of stakeholders who can collectively contribute towards the climate change objectives and targets for the city.

The overarching aim is for the Agency and Partnership to be the key drivers in making Manchester one of the first zero carbon, climate resilient cities in the world; providing a healthy, green and socially-just city where everyone can thrive.

### Action 5.7 Influencing Manchester Stakeholders

The Council supported the Manchester Climate Change Agency to become a City Business Climate Alliance and the Oxford Road Corridor to establish a Zero Carbon sub-group chaired by Chris Oglesby and with a bid to ICLEI to fund a multi-system energy model. The Council also supported Corridor partners with the Public Sector Decarbonisation Scheme bid as outlined in Workstream 1.

Meetings have taken place with the GMCA Director of Place, CADENT, Electricity North West and Stockport Council about the GM Decarbonisation Pathway and the opportunities to accelerate action and, as a member of the Manchester Climate Change Partnership, has supported discussions on "Green Recovery" to contribute to the Our Manchester Strategy reset.

### Action 5.8 Supporting Schools with Climate Change

The planned events with Manchester's schools to support them to decarbonise have had to be delayed due to Covid-19, however, these plans are now being revisited and webinars will be considered as an alternative option.

### Action 5.9 Influencing Greater Manchester Stakeholders

The Council continues to influence Greater Manchester partners and stakeholders through its membership on the following groups:

- Climate Emergency / 5yr Environment Plan
- Decarbonising Public Estate
- Green City Region Board & Partnership
- Wider Leadership Team & Chief Executives
- Challenge Groups including Energy, Buildings and Communications

The Council submitted letters to the Greater Manchester Pension Fund (GMPF) in July and September 2020 urging them to set out actions to divest from investment in fossil fuels but, as yet, there has not been a formal response.

Cllr Stogia, Executive Member for Environment, Planning and Transport has now written to her counterparts in other Greater Manchester local authorities to request a meeting about this issue and how they can work together to exert further pressure on the Fund.

The issue has also been raised at the last two Green City Region Board meetings and, as a result, GMPF have been invited to attend the March 2021 meeting.

In addition, a progress report has been requested on the decarbonisation of transport to be received before the end of the municipal year by the GM Transport Committee.

### Action 5.10 COP26 in Glasgow 2021

COP26 was due to take place in Glasgow in November 2020 but was postponed due to the Covid-19 pandemic. A new date has been agreed for November 2021 and a proposal is being developed to consider the options for the Council's involvement which includes work with Core Cities, Greater Manchester and our local and international partners.

### Action 5.11 International Networks

Learning from other cities and positioning Manchester as a key player on climate change continues to be a driver for the Council, through its involvement in recognised networks and leading European partnership projects.



Manchester is one of 10,434 city signatories to the **Covenant of Mayors** which brings together local governments that are voluntarily committed to implementing EU climate and energy objectives. It draws in worldwide multi-stakeholder networks with technical and methodological support.



The Council is also a long-standing member of **Eurocities**, the leading network of major European cities, and was represented by the Manchester Climate Change Agency (MCCA) at their Strategic Climate Roundtable in June 2020.

The Council is participating in two European Commission funded URBACT projects:

**Zero Carbon Cities** is a **£688k** project leading six European cities to adopt science-based targets to support their transition to zero carbon. The 3-year project is supporting MCCA to refresh the Manchester Climate Change Framework as well as delivering master classes for officers across the partnership. Manchester's share of the budget is £330k.





**C-Change** is a **£650k** project working with five European cities to drive positive climate action through the culture sector.

It is providing capacity building for Manchester Arts Sustainability Team (MAST) as well as for the wider arts sector in the city by offering tailored carbon literacy training. Consultancy from Julie's Bicycle has enabled a review of the arts funding programme to introduce climate measures (see also action 5.3).

Due to Covid-19 the project has been extended by 6 months to June 2021. Manchester's share of the budget is £263k.

**GrowGreen** (see also action 4.2) is working with Valencia (Spain) and Wroclaw (Poland) to develop demonstration projects for nature-based solutions. The three cities are collaborating to learn from the different processes followed and to identify solutions to common challenges. In December 2020, the project hosted a webinar to introduce a range of resources developed by the GrowGreen and Ignition projects which can be used to support decision-makers, planners, businesses, and others in comparing green and grey options to choose the right solution for the challenge. Tools are also being developed to help other cities outside of the project to develop a Nature Based Solutions Strategy. **Wuhan** is also a non-funded partner on the Grow Green project working on the "sponge cities concept".

The **Race to Zero** is an international campaign to mobilise support for cities and businesses to make the transition to zero carbon by 2050 in line with the Paris Agreement on climate change. Manchester has joined the Race to Zero – alongside 454 other cities – and Sir Richard Leese signed a pledge on behalf of the City that outlines the actions Manchester will take to meet its environmental targets.

### Action 5.12 Green Skills

A 'Skills for a Zero Carbon Economy' group was established and met in March 2020, however, this work has not been progressed due to the major capacity issues resulting from the Council's response to Covid-19 including working on the food response and business grants programme. This work will be revisited as soon as possible in 2021 and will form an important part of the City's Economic Recovery and Investment Plan.

## RAG Rating at a Glance:

### Workstream 1: Buildings & Energy – MCC direct actions

RAG	Action Summary	Deadline	Annual tCO <sub>2</sub> Saving Target
1.1	MCC Estates carbon reduction programme	March 2025	4,800
1.2	Manchester Build Standard	December 2020	-
1.3	Buildings and Energy Strategy	April 2020	-
1.4	Large scale renewable energy generation	December 2020	7,000
1.5	LED street lighting	December 2020	220
1.6	Civic Quarter Heat Network	2021	1,600

### Workstream 1: Buildings & Energy – Influencing actions

RAG	Action Summary	Deadline	Annual tCO <sub>2</sub> Saving Target
1.7	Housing stock condition survey	2021	-
1.8	Northwards Housing	Tbc	Tbc
1.9	Commercial and non-domestic buildings	Ongoing	Tbc
1.10	Local Energy Plan for Manchester	April 2020	-
1.11	Leasing and disposing of Council buildings	April 2020	-
1.12	Manchester Local Plan	2023	-
1.13	Partnerships e.g., UKGBC	Ongoing	-

### Workstream 2: Travel & Transport – MCC direct actions

RAG	Action Summary	Deadline	Annual tCO <sub>2</sub> Saving Target
2.1	Electric refuse collection vehicles	March 2021	900
2.2	Replace operational fleet with EVs	Ongoing	400
2.3	Travel policy for staff and members	April 2020	100

### Workstream 2: Travel & Transport – Influencing actions

RAG	Action Summary	Deadline	Annual tCO <sub>2</sub> Saving Target
2.4	Cycling and walking networks	Ongoing	
2.5	Greater Manchester Transport Strategy 2040	Ongoing	
2.6	City Centre Transport Strategy	2020	
2.7	Aviation emissions and Manchester airport	Ongoing	Tbc
2.8	Sustainable travel incentives	Ongoing	

### Workstream 3: Sustainable Consumption – MCC direct actions

RAG	Action Summary	Deadline	Annual tCO <sub>2</sub> Saving Target
3.1	10% environmental weighting in procurement	April 2020	
3.2	Tyndall Centre findings on consumption emissions	December 2020	Tbc
3.3	Eliminate single use plastics in estates and markets	2024	

**Workstream 3: Sustainable Consumptions – Influencing actions**

RAG	Action Summary	Deadline	Annual tCO <sub>2</sub> Saving Target
3.4	Supplier toolkit	December 2020	
3.5	Single use plastics in licensed activities	December 2020	
3.6	Manchester Food Board priorities	Ongoing	

**Workstream 4: Adaptation & Sequestration – MCC direct actions**

RAG	Action Summary	Deadline	Annual tCO <sub>2</sub> Saving Target
4.1	Plant 1,000 trees 1,000 hedge trees 4 orchards pa	Ongoing	
4.2	West Gorton 'sponge park'	Ongoing	
4.3	Tree opportunity mapping assessment	December 2020	

**Workstream 4: Adaptation & Sequestration – Influencing actions**

RAG	Action Summary	Deadline	Annual tCO <sub>2</sub> Saving Target
4.4	Funding for beacon trees	March 2021	

**Workstream 5: Catalysing Change – MCC direct actions**

RAG	Action Summary	Deadline	Annual CO <sub>2</sub> Saving Target
5.1	Carbon literacy	2025	
5.2	10% environmental weighting in procurement	April 2020	
5.3	Carbon accounting in decision making	Ongoing	

**Workstream 5: Catalysing Change – Influencing actions**

RAG	Action Summary	Deadline	Annual CO <sub>2</sub> Saving Target
5.4	Community engagement and ward plans	April 2020	
5.5	Citywide communications strategy	April 2020	
5.6	Fund Manchester Climate Change Agency	April 2020	
5.7	Support Manchester Climate Change Partnership	December 2020	
5.8	Large scale event with schools	June 2020	
5.9	Influence GM stakeholders to decarbonise	Ongoing	
5.10	Play a part in COP26	November 2020	
5.11	International networks and projects	Ongoing	
5.12	Green Skills Plan	September 2020	
			<b>15,020</b>

Press coverage since January 2020:

**Climate change action plan**

2 March 2020

Manchester Evening News: Manchester Council unveils all the ways it will halve its greenhouse gas emissions by 2025  
<https://www.manchestereveningnews.co.uk/news/greater-manchester-news/manchester-council-unveils-ways-halve-17845310>



3 March 2020

Smart Cities World: Manchester unveils five-year climate action plan  
<https://www.smartcitiesworld.net/news/news/manchester-unveils-five-year-climate-action-plan-5080>



3 March 2020

Edie.net: Manchester City Council spells out five-year action plan to halve emissions  
<https://www.edie.net/news/9/Manchester-City-Council-spells-out-five-year-action-plan-to-halve-emissions/>



11 March 2020

BBC website: Manchester adopts plan to halve CO<sub>2</sub> emissions by 2025  
<https://www.bbc.co.uk/news/uk-england-manchester-51832494>



**West Gorton 'sponge' park**

9 March 2020

Manchester Evening News: How a £1.3m new park will help prevent flooding in one corner of Manchester  
<https://www.manchestereveningnews.co.uk/news/greater-manchester-news/how-groundbreaking-new-13-million-17887953>



14 August 2020

Manchester Evening News: New £1.3m park designed to reduce flooding risk opens in West Gorton  
<https://www.manchestereveningnews.co.uk/news/greater-manchester-news/new-13m-sponge-park-designed-18727605>



**Electric refuse collection vehicles**

4 June 2020

Electrivate.com: Manchester orders electric refuse trucks  
<https://www.electrivate.com/2020/06/04/manchester-orders-electric-refuse-trucks/>



Green Bee website:

'Cleaner' bin lorries in Manchester

<https://thegreenbee.co.uk/waste-management/cleaner-bin-lorries-in-manchester/>

14 July 2020

Zap Map: Manchester to replace half its bin lorries with electric vehicles

<https://www.zap-map.com/manchester-to-replace-half-its-bin-lorries-with-electric-vehicles/>



### Estates carbon reduction programme

8 January 2021

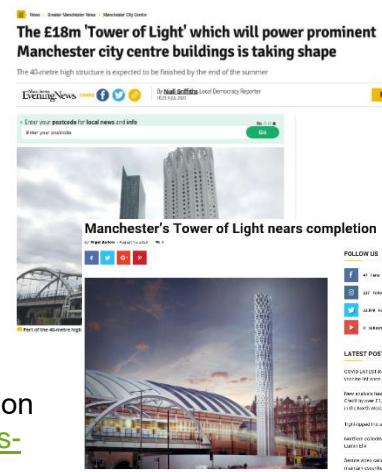
BBC Radio Manchester (bulletins): Wythenshawe Forum is powered by solar energy as part of the Council's £25 carbon reduction programme.

### Civic Quarter Heat Network

6 July 2020

Manchester Evening News The £18m 'Tower of Light' which will power prominent Manchester city centre buildings is taking shape

<https://www.manchestereveningnews.co.uk/news/greater-manchester-news/18m-tower-light-power-prominent-18549526>



15 August 2020

About Manchester: Manchester's Tower of Light nears completion

<https://aboutmanchester.co.uk/manchesters-tower-of-light-nears-completion/>



17 August 2020

Smart Cities World: Manchester's Civic Heat Network project passes significant milestone

<https://www.smartcitiesworld.net/news/news/manchesters-civic-heat-network-project-passes-significant-milestone-5574>



24 August 2020

Architects Journal: Wraps taken off sculptural Tower of Light in Manchester <https://www.architectsjournal.co.uk/news/tonkin-liu-wins-approval-for-tower-of-light-scheme-in-manchester-2>



### Climate Change Youth Action Summit

27 January 2020

Manchester Evening News: Hundreds of schoolchildren gather to discuss climate change at Manchester Central eco-summit. (Event also covered by BBC Radio Manchester, Hits Radio and BBC North West Tonight).

<https://www.manchestereveningnews.co.uk/in-your-area/hundreds-schoolchildren-gather-discuss-climate-17623869>





## Tree Planting

4 December 2020

I Love Manchester: Million pound project to plant thousands of trees across Manchester begins

<https://ilovemanchester.com/project-plant-trees-manchester-begins>

Secret Manchester: A million-pound project to plant thousands of trees is to begin in Manchester next week

<https://secretmanchester.com/tree-action-mcr/>

6 December 2020

About Manchester: Million-pound tree planting project for Manchester gets underway

<https://aboutmanchester.co.uk/million-pound-tree-planting-project-for-manchester-gets-underway/>

## Community Engagement

9 December 2020

In Your Area: Manchester communities to lead the way on climate change thanks to funding boost

<https://www.inyourarea.co.uk/news/manchester-communities-to-lead-the-way-on-climate-change-thanks-to-funding-boost/>

### Million pound project to plant thousands of trees across Manchester begins

The first phase will include Ancoats and Districts, Ardwick, Chorlton, Clayton and Openshaw, Gorton and Abbey Hey, Moss Side and more



### A Million Pound Project To Plant Thousands Of Trees Will Begin In Manchester Next Week



### Million pound tree planting project for Manchester gets underway



### Manchester communities to lead the way on climate change thanks to funding boost

Local groups from the community including local community groups, voluntary organisations and faith organisations will help combat the climate crisis.



**Manchester City Council  
Report for Resolution**

<b>Report to:</b>	Executive – 17 March 2021 Council – 31 March 2021
<b>Subject:</b>	Places for Everyone - A Proposed Joint Development Plan Document of Nine GM Districts
<b>Report of:</b>	Director of Planning, Building Control and Licensing Director of City Centre Growth and Infrastructure

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### **Summary**

On 11 December 2020, following the withdrawal of Stockport Council from the production of the Greater Manchester Plan for Jobs, Homes & the Environment, the Greater Manchester Spatial Framework, the AGMA Executive Board agreed to consider producing a joint Development Plan Document (DPD) of the nine remaining Greater Manchester (GM) districts, and asked for a report on the implications of this. At its meeting on 12 February 2021, the AGMA Executive Board considered the next steps in relation to that joint plan of the nine GM districts, to be known as “Places for Everyone”, including the required decisions by individual Districts to initiate this process.

This report summarises the key elements of the AGMA Executive Board report (12 February 2021) and identifies a number of approvals that are asked of Council and the Executive as a result.

### **Recommendations**

The Executive is recommended to:

1. Approve the making of an agreement with the other 8 Greater Manchester councils [Bolton, Bury, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan] to prepare a joint development plan document to cover strategic policies including housing and employment land requirements and, as appropriate, strategic site allocations and Green Belt boundary amendments and associated infrastructure across the nine districts.
2. Agree the Council’s lead member for the joint committee and a nominated deputy to attend and vote as necessary.
3. Delegate to the joint committee of the nine Greater Manchester councils the formulation and preparation of the joint development plan document to cover housing and employment land requirements including, as appropriate, strategic site allocations and Green Belt boundary amendments and associated infrastructure across the nine Greater Manchester districts insofar as such matters are executive functions.

4. Note that the following are the sole responsibility of full Council:
- Responsibility for giving of instructions to the executive to reconsider the draft plan submitted by the executive for the authority’s consideration.
  - The amendment of the draft joint development plan document submitted by the executive for the full Council’s consideration.
  - The approval of the joint development plan document for the purposes of submission to the Secretary of State for independent examination.
  - The adoption of the joint development plan document.

Council is recommended to:

1. Note the making of an agreement with the other 8 Greater Manchester councils (Bolton, Bury, Oldham, Rochdale, Salford, Tameside, Trafford, Wigan) to prepare a joint development plan document to cover strategic policies including housing and employment land requirements and, as appropriate, strategic site allocations and Green Belt boundary amendments and associated infrastructure across the nine districts.
2. Note the nomination of the district lead Member for the joint committee and a nominated deputy to attend and vote as necessary.
3. Note that Executive agreed to delegate the formulation and preparation of the draft joint development plan document to a joint committee of the nine GM authorities at their meeting on 17 March 2021.
4. Note that a further report will be brought to full Council seeking approval to submit the joint development plan document to the Secretary of State for independent examination.

**Wards Affected:** All

<b>Environmental Impact Assessment</b> - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city
The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to the zero-carbon target.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a thriving and sustainable city.



A highly skilled city: world class and home grown talent sustaining the city's economic success	The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to improving the skills base in the city.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a progressive and equitable city.
A liveable and low carbon city: a destination of choice to live, visit, work	The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a liveable and low carbon city.
A connected city: world class infrastructure and connectivity to drive growth	The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a connected city.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

Although there are no revenue costs directly associated with establishing the joint DPD, resources have been earmarked to be drawn down from the planning reserve to fund the development of the Local Plan once the DPD is established and a workplan agreed. This will be retained under review.

### **Financial Consequences – Capital**

No capital costs are involved in this process.

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**Background documents (available for public inspection):**

Not applicable.

## **1.0 Introduction**

- 1.1 Up until December 2020 a joint development plan document of the ten Greater Manchester local authorities was being prepared, Greater Manchester's Plan for Jobs, Homes & the Environment (known as the "GMSF"). However, the decision at Stockport Council's meeting on 3 December to not submit the GMSF 2020 following the consultation period and the subsequent resolution at its Cabinet meeting on 4 December not to publish the GMSF 2020 for consultation in effect signalled the end of the GMSF as a joint plan of the 10.
- 1.2 Consequently, at its meeting on the 11th December 2020, Members of the AGMA Executive Committee asked for a report to be drafted on the implications and process of producing a joint DPD of the nine remaining Greater Manchester (GM) districts.
- 1.3 The resulting report was considered by the AGMA Executive Board on 12 February 2021. This report sets out the key elements of the AGMA Executive Board report and identifies a number of approvals that are asked of Council and the Executive as a result.

## **2.0 Places for Everyone - Rationale**

- 2.1 The AGMA report identifies that the rationale that stood for producing the GMSF remains with the proposed new joint Development Plan Document (joint DPD) entitled Places for Everyone. This includes the following:
- Underpin Greater Manchester's plan for recovery from Covid.
  - Support delivery of the Greater Manchester Strategy.
  - Provide a framework to manage growth in a sustainable and inclusive way, avoid un-planned development and development by appeal.
  - Align the delivery of development with infrastructure proposals.
  - Meet the requirement for local authorities to have a local plan in place by December 2023 (the Places for Everyone plan would be deemed to form part of the development plan for each of the nine districts alongside any Local Plan produced by each individual council).
  - Meet the Duty to Co-operate in s33A Planning and Compulsory Purchase Act 2004.
- 2.2 Discussions have taken place over the past two months with Manchester and the eight other authorities that indicate there is continued opportunity to work collaboratively to produce a joint plan.

## **3.0 Process for producing the Places for Everyone Plan**

- 3.1 The preparation of the former GMSF was undertaken by the AGMA Executive Board on behalf of the ten GM authorities. The withdrawal of Stockport Council from that process in December 2020 means that it is no longer appropriate for the AGMA Executive Board to continue with the oversight of the new plan.

- 3.2 It therefore requires a new joint committee to be established consisting of the remaining nine local authorities (Manchester, Bolton, Bury, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan).
- 3.3 The purpose of the Joint Committee will be to formulate and prepare the joint DPD. In the event that the draft joint DPD is considered to have substantially the same effect on the nine districts as the GMSF 2020, the next stage would be a consultation on a publication version of the joint DPD (Regulation 19 stage). As with the GMSF, the Executive will be responsible for approving the Regulation 19 version of the plan ahead of a period for representations to be made. Moreover, as before with the GMSF, Council will be responsible for approving the joint plan for submission to the Secretary of State for independent Examination.
- 3.4 The AGMA report highlights that membership of the joint committee is a matter for the individual districts to determine. However, it is suggested, for continuity purposes, that Leaders from each of the nine local authorities form the membership of the committee, with the ability for a nominated deputy to attend as necessary. It will be the responsibility of the joint committee to agree its terms of reference and the operational arrangements, including the appointing of the chair and the voting arrangements.
- 3.5 Once the joint committee is established, there will be a need to update Manchester's Local Development Scheme (LDS) which previously set out the timetable for the production of the GMSF alongside next steps for the City Council's emerging Local Plan. The LDS will be updated at the appropriate time in advance of the next round of consultation on the new joint DPD – Places for Everyone.
- 3.6 The function of scrutiny in the production of the joint DPD will remain with the individual districts as the relevant decisions will rest with the districts, not AGMA or the GMCA.

#### **4.0 Next Steps**

- 4.1 The establishment of the joint committee will enable the joint DPD (Places for Everyone) to be approved in a timely manner in preparation for consultation later this year.

#### **6.0 Contributing to a Zero-Carbon City**

- 6.1 The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to the zero-carbon target.

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

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

- 7.1 The establishment of the joint committee will facilitate the delivery of the joint

development plan document, Places for Everyone, which contains policies that will contribute to a thriving and sustainable city.

**(b) A highly skilled city**

- 7.2 The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to improving the skills base in the city.

**(c) A progressive and equitable city**

- 7.3 The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a progressive and equitable city.

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

- 7.4 The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a liveable and low carbon city.

**(e) A connected city**

- 7.5 The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a connected city.

**8.0 Key Policies and Considerations**

**(a) Equal Opportunities**

- 8.1 The joint DPD is a statutory plan which seeks to contribute to the achievement of sustainable development, delivering economic, social and environmental benefits together in a mutually reinforcing way. It will be informed by an Integrated Appraisal which includes an Equalities assessment.

**(b) Risk Management**

- 8.2 The report sets out in the rationale in section 2 that there are benefits to be gained from continuing with a joint DPD for the nine local authorities including Manchester. There are

**(c) Legal Considerations**

- 8.3 The establishment of the joint committee is a requirement to enable the joint DPD to be agreed across the nine local authorities. As noted in the report, the joint DPD will need to be approved by the Council's Executive prior to any further round of consultation; and by Council prior to its submission for examination.

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**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 17 March 2021

**Subject:** Final City Centre Transport Strategy to 2040

**Report of:** Director of City Centre Growth and Infrastructure

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**Summary**

This report presents the final City Centre Transport (CCTS) and seeks Members' endorsement of the final Strategy, which is attached at Appendix 1.

**Recommendations**

The Executive is recommended to:

1. Note the changes to the draft CCTS following the consultation;
  2. Review and agree the final CCTS document attached at Appendix 1 for publication, noting that the strategy is also subject to approval from Salford City Council and the Greater Manchester Combined Authority and could be subject to minor amendments during this process; and
  3. Delegate responsibility to the Director of City Centre Growth & Infrastructure, in discussion with officers from Salford City Council and Transport for Greater Manchester, to make any minor amendments to the final strategy resulting from feedback during the approvals process, prior to its publication.
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**Wards Affected:** All

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

The revised City Centre Transport Strategy will set the strategic framework for how people will travel into and out of the city centre and how they will move within the city centre. It will set out proposals to further enhance the city's public transport network and reduce car based trips over the longer term period, leading to the overall share of public transport, cycling and walking trips increasing as the preferred modes of travel. This will contribute to the city's and Greater Manchester's zero-carbon targets by increasing non-motorised trips and increasing the usage of public transport. The proposals will aim to reduce emissions and improve air quality on some of the currently most heavily polluted streets in the city centre.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The updated city centre transport strategy will need to provide the capacity needed to underpin growth and support the creation of new jobs in the city. Investment in city centre streets and the city's transport functions will support growth of the economy, contribute to economic recovery, and maximise the competitiveness of the city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The updated strategy will support the delivery of projects that will create high quality employment opportunities in the city and will support growth in a range of key sectors of the economy. Improving infrastructure and unlocking regeneration opportunities will attract new investment, boosting the local economy and providing new jobs for Manchester residents. Improved public transport and walking and cycling routes to the city centre can help residents to access jobs and training opportunities located there.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The strategy responds to engagement with residents and stakeholders, which has taken place since 2018. The strategy will support the enhancement of the transport network serving the city centre, and through initiatives such as better ticketing. Improvements to the delivery of local bus services will open up opportunities for communities across the city. Improving city centre travel and connections to other places supports inclusive development and employment growth. A fully inclusive and accessible city centre are key aims of the strategy.
A liveable and low carbon city: a destination of choice to live, visit, work	Efficient, high quality transport systems coupled with a strong sense of place will ensure Manchester continues to be a highly attractive and enjoyable visitor destination, and continues to appeal to a diverse range of people living and working in the city centre. Proposals to reduce congestion and improve air quality will help achieve a cleaner and greener city, highlighted by respondents as an important issue. Improved freight and public transport, and a reduction in car based trips contributes towards Manchester's ambition to be a zero carbon city by 2038 at the latest.



A connected city: world class infrastructure and connectivity to drive growth	Improvements to connectivity are central to the plans to refresh the strategy. World class infrastructure will attract international investment and promote a globally successful city. The strategy will deliver proposals to improve transport integration across Greater Manchester, making it easier for people getting into and moving around the city centre.
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**Full details are in the body of the report, along with any implications for**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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### **Financial Consequences – Revenue**

The City Council provides revenue funding to help support the planning, running and subsidising of transport services in the city centre.

### **Financial Consequences – Capital**

It is understood that capital funding to invest in transport infrastructure as proposed in the revised CCTS will be met from the Greater Manchester Combined Authority (GMCA) capital programme.

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### **Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents

are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Transport Strategy for Manchester City Centre 2010
- Report to Executive 28 July 2010 Consultation on Transport Strategy for Manchester City Centre
- Greater Manchester Transport Strategy 2040
- Greater Manchester Transport Strategy 2040 Draft Delivery Plan (2020-2025)
- Report to Economy Scrutiny Committee 6 February 2019 Greater Manchester Transport Strategy 2040: Draft Delivery Plan (2020–2025)
- Report to Economy Scrutiny Committee 6 February 2019 City Centre Transport Strategy – Feedback from the Responses to the Conversation held in Autumn 2018
- Greater Manchester’s Plan for Homes, Jobs, and the Environment (Greater Manchester Spatial Framework Draft 2019)
- Greater Manchester HS2 and NPR Growth Strategy: The Stops are Just the Start 2018
- Manchester City Centre Strategic Plan (2015-2018)
- Greater Manchester Congestion Deal 2018
- Greater Manchester Clean Air Plan Outline Business Case 2019
- Manchester Climate Change Strategy (2017-2050)
- Manchester Climate Change Action Plan (2016-2020)
- Report to Economy Scrutiny Committee 10 October 2019 and to Executive 16 October 2019 Revised City Centre Transport Strategy
- Report to Executive 12 February 2020 - City Centre Transport Strategy Engagement Outcomes
- Report to Executive 12 February 2021 - City Centre Transport Strategy Consultation Outcomes
- Powering Recovery: Manchester’s Economic Recovery & Investment Plan
- Final City Centre Transport Strategy to 2040 Summary Document
- Final City Centre Transport Strategy to 2040 (attached at Appendix 1)

## 1.0 Introduction

- 1.1 The Executive has received previous reports, informing Members of work being done by Manchester City Council, Salford City Council and Transport for Greater Manchester (TfGM) to revise the *2010 Transport Strategy for Manchester City Centre*, in order to support the ongoing growth of the city centre, and to respond to changes in the policy context and the current environmental context, in particular, the target to become a zero carbon city by 2038.
- 1.2 The revised strategy is based on significant engagement and consultation. Within the framework of the GM 2040 Transport Strategy, it provides a framework for key transport policies and interventions for future delivery, in both the shorter and longer term, leading up to 2040, covering all modes of transport used to travel to, from and around the city centre.
- 1.3 The final draft City Centre Transport Strategy (CCTS) to 2040 is appended to this report for Members' consideration and endorsement.

## 2.0 Consultation Process

- 2.1 The revised CCTS responds to comprehensive engagement with local residents, businesses and organisations over the last two years. As reported to previous meetings, this engagement has included:
  - A conversation on the City Centre Transport Strategy (CCTS) in the autumn of 2018, which received 3,700 responses. The engagement exercise was undertaken to listen to the views of residents, businesses, workers and others who use the city centre, on the emerging proposals and to further define the key principles.
  - An engagement and co-design exercise with stakeholders on the proposals in the revised CCTS through a series of workshops during December 2019 and early January 2020. These workshops were attended by 52 individuals and representatives of stakeholder groups and organisations.
  - A full formal public consultation exercise held between 23 September to 4 November 2020. This consultation received 2,426 online responses, as well as 24 direct email responses. The responses showed high levels of overall support for the proposals within the draft strategy, with some specific points of comment and concern which have informed the final version of the strategy. The full outcomes of the consultation were reported to the Executive in February 2021, along with an approach to how they would be taken into account.

## 3.0 Final City Centre Transport Strategy to 2040

- 3.1 Given the high level of support received from the consultation for the overall strategy, the **vision** for the revised CCTS remains for “a well-connected, zero carbon city centre at the heart of the North, offering our residents, employees and visitors a great place to work, live and visit”.

3.2 Similarly the **central aim** for 90% of all trips to the city centre to be made by foot (including people using wheelchairs, mobility scooters and with guide dogs), by cycle or using public transport by 2040 in the morning peak remains, as do the **seven core ambitions**, which are:

1. Walking (including people using wheelchairs and mobility scooters) is the main way of getting around the city centre
2. The city centre is cleaner and less congested
3. More people choose to cycle to destinations within the city centre
4. The city centre benefits from better public transport connections
5. Parking in the city centre is smarter and integrated with other modes
6. Goods are moved and delivered sustainably and efficiently into and within the city centre
7. Innovation is embraced where it benefits the city centre and its users.

3.3 Changes made to the final CCTS document to reflect the issues raised during the consultation include the following:

- In response to a number of comments that were received about accessibility, the strategy has been reviewed to make explicit that accessibility for all and an age friendly city centre are key themes and aims of the strategy, and that each of the ambitions reflects this. The proposals have also been re-visited to ensure that it is clear that the design of any proposals will take into account accessibility and inclusion, and that the needs of all groups of users will be carefully balanced.
- Further emphasis has been given to the commitment to retaining appropriate levels of parking for disabled people.
- The need for easily accessible cycle storage facilities has been strengthened.
- Further emphasis is given to street maintenance, cleanliness and safety, and small-scale, short term improvements that can be made to footways to enhance the walking experience have been highlighted.
- Further emphasis has been given to the local benefits of HS2, and the need for local rail improvements to be made alongside larger national schemes. A statement has been included to highlight the work of the Manchester Recovery Task Force.
- The links to environmental strategies and targets has been made more explicit, emphasising the commitment to be a carbon neutral city by 2038.
- The latest position has also been updated on plans and strategies, such as:
  - The draft Clean Air Plan, which has progressed since the strategy was drafted. References to exploring an Ultra Low Emission Zone have also been reiterated.
  - The city's Local Plan and the development of 'Places for Everyone'.
  - Powering Recovery: Manchester's Economic Recovery and Investment Plan.
  - A refreshed GM Transport Strategy 2040 and new Five Year Transport Delivery Plan, which were published in January 2021.

- 3.4 In a number of cases, the views raised in response to the consultation will need to be considered in more detail as proposals are further developed. For example, concerns were highlighted about some of the bus proposals outlined in the city centre. We are committed to continuing to work with bus operators, users and other key stakeholders in the development of the proposed interventions and the timings for their implementation.
- 3.5 Similarly, there were a number of responses which requested an increase in car free streets and spaces, improvements to public space, and for cars to be removed entirely from the city centre. Improvements to, and increasing, space for pedestrians (including people in wheel chairs, using mobility scooters and with guide dogs) is a key part of the strategy. Further feasibility work will be developed to seek to increase further pedestrian friendly space where appropriate (which could be temporary or at certain times). However, this will need to be done in parallel to improvements to public transport and active travel options, to give people a real alternative to travelling by private car. In developing any options, recognition will be given to the continued need for some people to access the city centre by car, including disabled people and people who cannot walk for long distances, and for deliveries/access to buildings. Security considerations from the removal of traffic to areas will also need to be taken into account.

#### **4.0 Conclusion & Next Steps**

- 4.1 The final draft CCTS, attached at Appendix 1, provides the framework for key transport policies and interventions for future delivery, in both the shorter and longer term, leading up to 2040, covering all modes of transport used to move to, from and around the city centre.
- 4.2 It is proposed that the final strategy will be published following consideration by the Executive, Salford City Council and the Greater Manchester Combined Authority, which will be complete by the end of March. The final CCTS will be made available on the Council's website, as well as those of TfGM and Salford Council. It will be used to guide transport and connectivity improvements to and within the city centre, in line with the overall 2040 Strategy.
- 4.3 Ongoing engagement on specific proposals will be carried out as they develop, including with residents, bus operators and users, businesses, transport forums, and other stakeholders.
- 4.4 Recommendations appear at the front of this report.

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

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

- 5.1 The updated city centre transport strategy aims to provide the capacity needed to underpin growth and support the creation of new jobs in the city. Investment in city centre public space and the city's transport functions will support growth of the economy and maximise the competitiveness of the city

centre.

**(b) A highly skilled city**

- 5.2 The updated strategy will support the delivery of projects that will create high quality employment opportunities in the city and will support growth in a range of key sectors of the economy. Improving infrastructure and unlocking regeneration opportunities will attract new investment, boosting the local economy and providing new jobs for Manchester residents. Improved public transport and walking and cycling routes to the city centre can help residents to access jobs and training opportunities located there.

**(c) A progressive and equitable city**

- 5.3 The strategy will support the enhancement of the transport network serving the city centre, and through initiatives such as better ticketing. Improvements to the delivery of local bus services will open up opportunities for communities across the city. Improving city centre travel and connections to other places supports inclusive development and employment growth. A fully inclusive and accessible city centre are key aims of the strategy.

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

- 5.4 Efficient, transport systems coupled with a strong sense of place will ensure Manchester continues to be a highly attractive and enjoyable visitor destination, and continues to appeal to a diverse range of people living and working in the city centre. Proposals to reduce congestion and improve air quality will help achieve a cleaner and greener city, highlighted by respondents as an important issue. Improved freight and public transport, and a reduction in car based trips contributes towards Manchester's ambition to be a zero carbon city by 2038 at the latest.

**(e) A connected city**

- 5.5 Improvements to connectivity are central to the strategy. World class infrastructure will attract international investment and promote a globally successful city. The strategy will deliver proposals to improve transport integration across Greater Manchester, making it easier for people getting into and moving around the city centre.

**6.0 Key Policies and Considerations**

**(a) Equal Opportunities**

- 6.1 Proposals in the City Centre Transport Strategy are anticipated to support additional job opportunities available to local residents and improved transport connections to those opportunities. The final CCTS has been strengthened to ensure the objectives for a fully inclusive and accessible city centre are emphasised.

**(b) Risk Management**

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

**(c) Legal Considerations**

- 6.3 This report explains that ongoing engagement on specific proposals will be carried out with a variety of stakeholders as those proposals develop. Some of the proposals may have a legal requirement for consultation, as well as the need for other consents, approvals or legal processes. The requirements for each specific proposal will need to be carefully considered to ensure decisions relating to them are properly made.
- 6.4 The final CCTS will be published after the approvals process for Salford City Council and the Greater Manchester Combined Authority have concluded, and may be subject to minor amendments arising from those processes.

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# CITY CENTRE TRANSPORT STRATEGY TO 2040

March 2021

***FINAL DRAFT – subject to final updates as the strategy goes through the approvals process with MCC, SCC and GMCA.***

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## Foreword

TO BE ADDED

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## Introduction

The city centre of Manchester (incorporating areas of central Salford) lies at the heart of a major European city-region of almost three million people. It is the most important commercial, retail and entertainment location in England outside London, and is the main engine for the region's economy. It is home to a fast-growing residential population, the largest student community in Europe and is the focus for the North of England's public transport system. All these different functions co-exist within a small geographic area and lead to a complex pattern of competing travel demands.

Our City Centre Transport Strategy needs to support the city's ambitions to grow, become carbon neutral by 2038 or sooner, while ensuring that it is well-connected to the wider area that it serves.

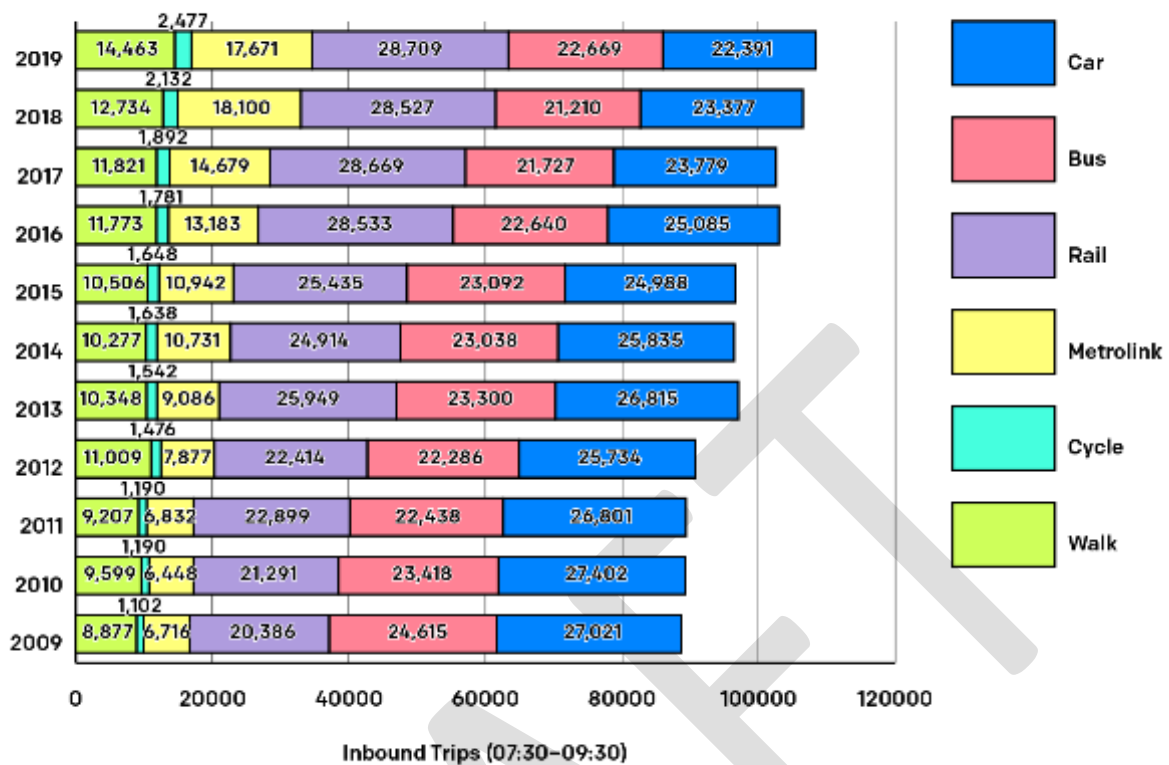
The previous City Centre Transport Strategy was adopted in 2010 and has served the city centre well. During the last decade we have seen some transformational projects that were proposed in the document come to fruition:

- The Second City Metrolink Crossing has increased the capacity of our public transport system and provided important new connections into the heart of the city;
- Investment in the cross-city bus package has made travelling by bus more attractive and reliable, as well as improving conditions for pedestrians on Portland Street and Princess Street;
- The environment of Oxford Road has been transformed by bus priority and cycling enhancements;
- St Peter's Square has been turned into a high-quality pedestrian space, providing a first-class setting for the buildings surrounding it and a new Metrolink stop;
- The Ordsall Chord has provided a direct rail connection between Piccadilly and Victoria Stations; and
- Wayfinding has been improved to make it easier for visitors to make their way around the city.

All these measures have helped the city centre continue to grow and its economy to thrive.

**Since 2009 there has been a reduction in the number of cars entering into the city centre, from over 27,000 in 2009 to under 23,000 in 2019 in the morning peak, see Figure 1. In parallel, there has been an increasing number of people accessing the city centre on foot, by cycle, by Metrolink and by rail. Access to the city centre by bus has been largely stable across the 10-year period.**

(Source: TfGM SRAD REPORT 2021 Transport Statistics 2018 -19: Key Centre Monitoring Section)



**Figure 1: Split of trips by mode travelling inbound to the city centre during the morning peak period.** (Source: TfGM SRAD REPORT 2021 Transport Statistics 2018 -19: Key Centre Monitoring)

As we enter a new decade, we are faced with new challenges but also new opportunities. As the city and the wider world seeks to recover from the Covid-19 pandemic, we need an updated strategy that will help us to support the city centre's recovery and to set out a bold vision for its future.

In light of the Covid-19 pandemic, our plans focus on how the city centre can enable a strong, sustainable, healthy and inclusive recovery, taking the achievements made since 2010 to the next level. Manchester's Economic Recovery and Investment Plan –Powering Recovery – was published in 2020. It sets out the plan to reinvigorate the city's economy, to protect and create jobs, and support new business opportunities in response to the pandemic. The proposals set out within this transport strategy are a crucial part of delivering the Powering Recovery plan.

This City Centre Transport Strategy for 2040 has been produced following input from residents, commuters, businesses, visitors, transport operators and other stakeholders to understand the existing transport challenges and future aspirations for the city centre of those that use it each day. There have been several exercises to gauge the views of the people who live in, work in and visit the city. Firstly, we held a conversation in the summer of 2018 with people, businesses and stakeholders to which over 3,700 responded..

This was followed by discussions with a number of key stakeholders at the start of 2020 who helped to co-design the strategy. The consensus from these exercises was that efforts needed to be focused on making the city centre an even more attractive place to be. People wanted to see

more emphasis given to the needs of pedestrians, safe and attractive cycling provision, cleaner air, alongside work to continue to improve the capacity and attractiveness of the public transport system that serves the city centre.

A further consultation was held on the draft strategy in autumn 2020, with over 2,400 responses. There was a high level of support for the overall strategy. The vision for the revised City Centre Transport Strategy remains for **“a well-connected, zero-carbon city centre at the heart of the North, offering our residents, employees and visitors a great place to work, live and visit”**. The central aim for 90% of all trips to the city centre to be made by sustainable travel by 2040 in the morning peak remains, as do the seven core ambitions.

Accessibility for all is strengthened within the strategy. As proposals are designed, they will emphasise accessibility and inclusion, and that the needs of all groups of users will be carefully balanced. Furthermore, there is a commitment to retaining appropriate levels of parking for disabled people. In developing any options, recognition will be given to the continued need for some people to access the city centre by car, including disabled people and people who cannot walk for long distances. The accessibility of the document itself has also been refreshed.

Concerns were highlighted about specific bus services. Local authorities will continue to work with bus operators, bus users and other key stakeholders in the development of proposed interventions.

A range of responses concerned the level of private car accessibility to the city centre, improvements to public space, and for cars to be removed entirely from the city. Improvements to, and increasing, space for pedestrians (including people in wheelchairs and with guide dogs) is a key part of the strategy. Further feasibility work will be developed to consider car-free space where appropriate (which could be temporary or at certain times). However, this will need to be done in parallel to improvements with public transport and active travel options to give people a real alternative to travelling by car, and ensure access is retained for homes and businesses, including deliveries. Security must also be considered carefully when re-purposing the balance of movement and place.

The document that follows responds to those views and brings together work that has looked at the ambitious plans to make the city centre a more attractive place to live, work and visit. It also looks at the medium and long-term plans for continued growth in the number of jobs and homes, the demands that the transport system needs to meet, while also considering the near-term measures to respond to the impacts of the Covid-19 pandemic.

Manchester and Salford City Councils and Transport for Greater Manchester have collaborated in developing this document. We hope that you agree that it sets out a bold and ambitious vision for the future.





## Vision

The city centre of Manchester, incorporating areas of central Salford, is the fastest growing city outside London. The city centre has strategic importance for the economy of Greater Manchester and rebalancing the Northern economy. By 2040, there is potential for 100,000 more jobs and 50,000 more homes in the city centre. Much of this is driven through planned growth accounted for within local authority Local Plans and the developing Joint Development Plan Document – Places for Everyone – part of the region’s plan for homes, jobs and the environment. This is focused on providing the right locations for homes and creating jobs to ensure the future prosperity of Greater Manchester whilst prioritising development of brownfield sites and reducing unnecessary green belt release.

The most successful cities of the future will be those offering the best quality of life and a range of job and leisure opportunities, reducing the need to travel by locating homes close to jobs and services, and enabling ease of local travel by walking, cycling, public transport and new zero-carbon forms of micro-mobility.

More people travelling to the city centre to visit and for work, and more people living within the centre, creates increasing demand and pressures on our transport systems and streets. At the same time, the city centre has limited street space to add new transport infrastructure.

As our city grows, we want to think about our streets differently, creating new and better ways to make better use of this highly valuable space. In parallel, we want to resolve challenges which the city faces and deliver on our agreed targets for cleaner air and deliver on our commitment to decarbonise the city to achieve net-zero carbon emissions. This is whilst ensuring the city centre continues to thrive as the hub for the city-region’s economic growth.

The future of Greater Manchester and the North therefore depends on the city centre continuing to compete in the international arena for jobs, growth and investment, and at the same time enhancing the liveability of the city centre – making our city a greener, safer, inclusive and more attractive place to live, work and visit.

This city centre transport strategy is bold in its vision: Our central aim is for 90% of all morning peak trips to the city centre to be made on foot, by cycle or using public transport by 2040, with walking to become the predominant mode of travel within the city centre.

Within this document, the terms ‘walking’ and ‘pedestrian’ encompass not only people walking, but also those using streets and spaces in a variety of other ways in addition to spending time in, for example to rest and play. These include:

- Those using wheelchairs, including electric wheelchairs and mobility scooters;
- Those with sensory impairments, such as blind, partially sighted or deaf pedestrians who may experience the street environment quite differently; and
- Those pushing prams, buggies and double buggies.



## City centre area

The map in Figure 2 sets out the geographical coverage of the city centre covered in this strategy. The city centre is part of Greater Manchester's Core Growth Area.

**“Our vision is for a well-connected, zero-carbon city centre at the heart of the North, offering our residents, employees and visitors a great place to work, live and visit.”**

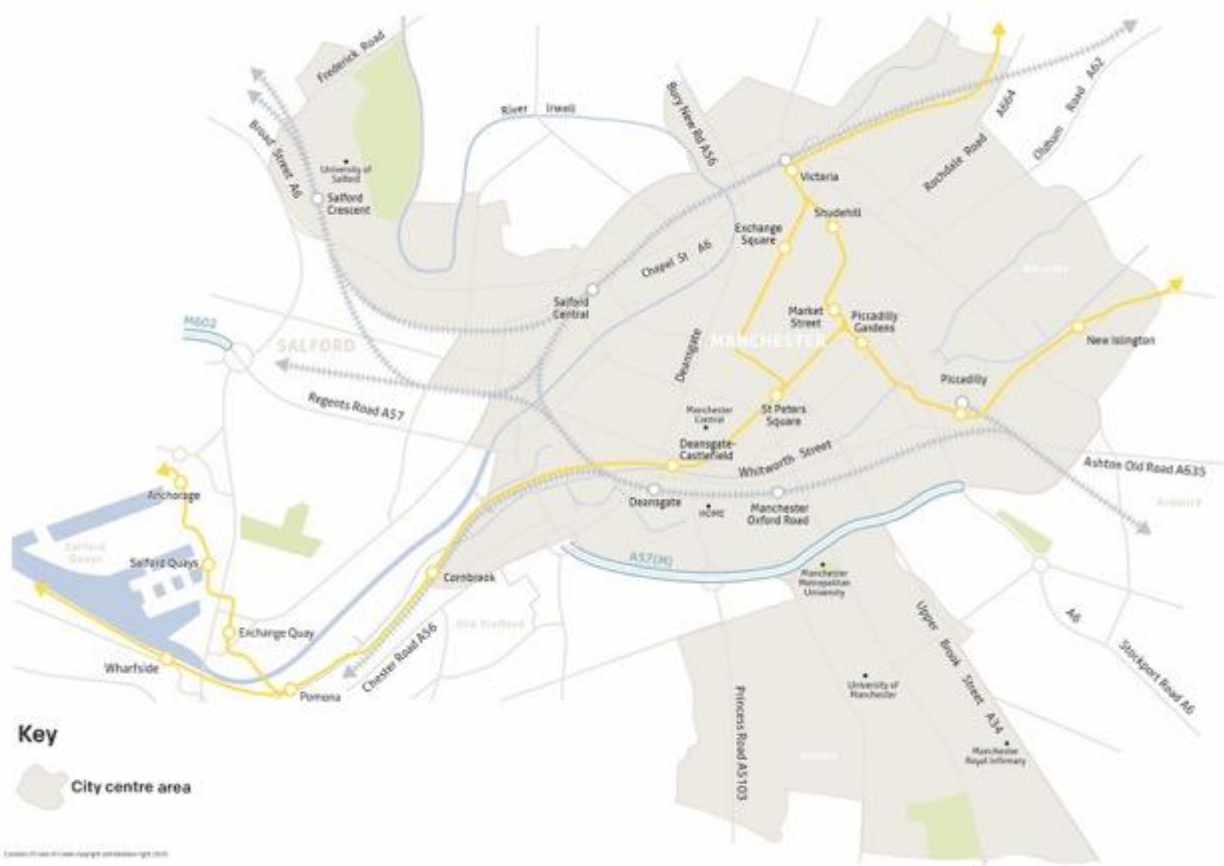
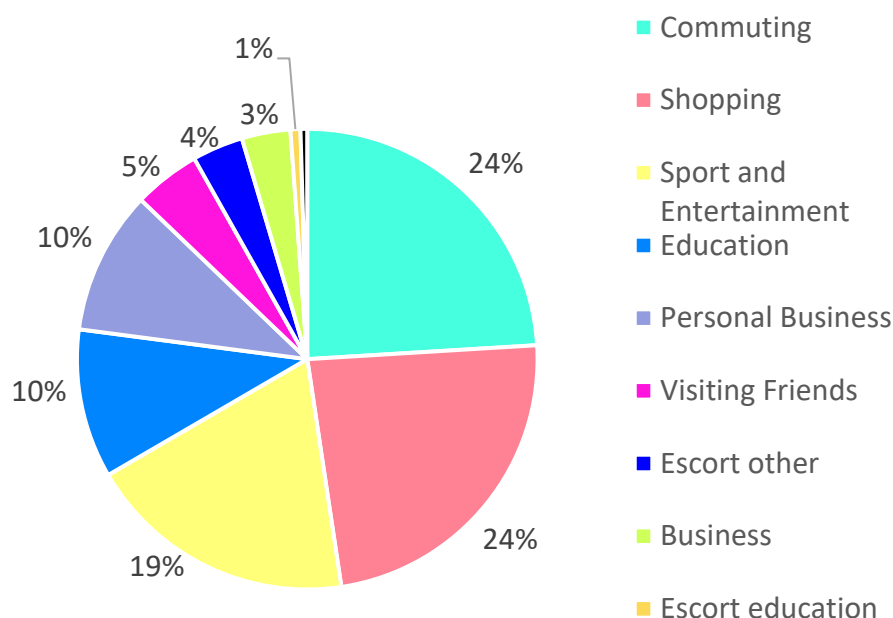


Figure 2: City centre area map



## Background and context

The city centre is the historic heart of Greater Manchester and a major economic hub for the North of England. The city centre today is home to around 67,000 people with more than 7.2 million people living within a one-hour commute. Each year the city welcomes around a million tourists attracted by its music, sport and cultural attractions, and key events such as the Manchester International Festival, Manchester Pride and Christmas Markets. This is in addition to people visiting for business (including conferences). The city is also an important knowledge hub with three universities and several major research centres attracting increasing numbers of students.



**Figure 3: Journey purpose of Greater Manchester residents travelling to the city centre** (Source GM TRADS)

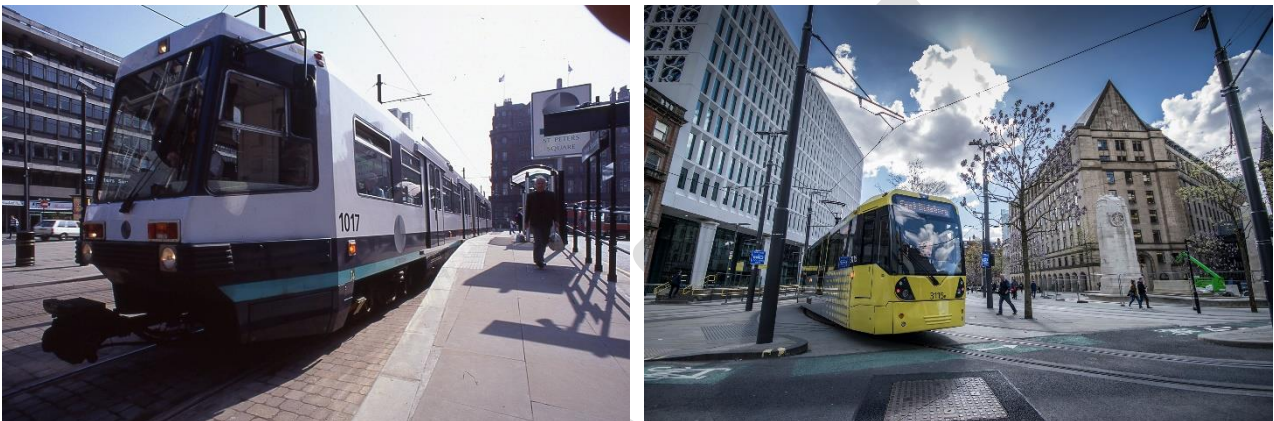
The city centre is a destination for many of our daily activities including learning, working, living, cultural experiences, leisure, shopping and relaxation, see Figure 3. It continues to play a key role in the growth of the city's economy and that of Greater Manchester as a whole. As a busy centre it is essential to provide an efficient and integrated transport network with capacity and connectivity across the region and wider cities, supported by better quality streets and public spaces.. Clearly many of these activities have slowed during the Covid-19 pandemic. However, we expect the city centre to regain its long-term momentum, and for people to begin to return to enjoy its attractions. At the same time, the use of space has become even more important in allowing people to enjoy the city centre and in supporting our businesses.

The city has changed dramatically over the past decade to be one of the most dynamic centres in Europe. The Manchester Crane Survey 2021 (Deloitte Real Estate, 2021) identified a resilient construction sector consistent with the previous 2020 survey, with approximately: 12,000 homes



under construction; 4,900 homes completed; and 4,700 homes commenced during 2020. Approximately 1.2 million square feet of office space was delivered through 2020, the highest delivery since 2008. Manchester is now the number one tourism destination outside of London, recently overtaking Edinburgh in 2019. Over the next two decades, significant further growth is expected in the economy and population of the city centre. This will bring both opportunities and challenges, including the need to deliver appropriate transport infrastructure and adequate capacity to support this growth.

### **Transformation of St Peter’s Square in the city centre through interventions in the 2010 City Centre Transport Strategy**



Critical to Greater Manchester’s success over the next decade and beyond is a decisive response to the challenges posed by air quality, congestion and climate change. The next phase of development in the city centre requires solutions to tackle these issues, including the need for a rapid acceleration of efforts to achieve Greater Manchester’s decarbonisation targets and for the city to become net-zero by 2038. Transport accounts for 30% of carbon emissions in Greater Manchester. Our net-zero declaration means we must do more to shift towards zero carbon modes of travel. There is no better place to start to address this problem than in the city centre, a focal point of daily travel in the city-region.

This City Centre Transport Strategy provides a 20-year framework for future investment in and management of the city’s streets and transport systems. This will be critical to recovering from the Covid-19 pandemic, setting the necessary conditions for city centre residents, visitors and businesses to thrive. How people travel in the future will continue to change, not just as a result of the Covid-19 pandemic, and this strategy will support everyone to travel on foot, bicycle or public transport and not necessarily need to use the car. It sets out our aspirations for improvements to our transport connections and details an ambitious approach to changing mobility patterns in the city centre. More specifically, this strategy seeks to:

- Explain the need for the transport strategy, and the key drivers of change in the city centre;
- Set out the vision and our ambitions for travel, movement and mobility in the city centre within the current economic and strategic context;
- Outline our future proposals for achieving our vision and ambitions including a programme for funding and delivery; and
- Identify how we will measure the success of our transport strategy.

## Creating better places in our city centre

The most successful cities are those that offer a high quality of life and job opportunity. This requires much more than a thriving economy– it requires the creation of great **public spaces** and access to our **natural environment, culture and heritage**. The city centre has already made great progress in this regard, delivering the transformation of St Peter’s Square, regenerating the area around Spinningfields and The John Rylands Library, and significantly enhancing Exchange Square and the area around the cathedral.

All of these improvements have supported making key destinations in our city centre more attractive for our visitors, residents and workers. We want to continue to improve our city centre appeal to people and companies, creating a high-quality, inclusive city that works for everyone, whatever their age or mobility needs.

An attractive, liveable and healthy city with a welcoming built environment is important for attracting and retaining our best talent and providing our residents with a good quality of life. Our City Centre Transport Strategy Conversation (2018) highlighted **over 75% of respondents felt there was not enough public space in the city centre, and 56% felt that the current public space was unattractive**. As has historically been the case, concerns still remain around high levels of congestion and **69% of respondents felt reducing levels of traffic would be the best way to create a high-quality city centre**.

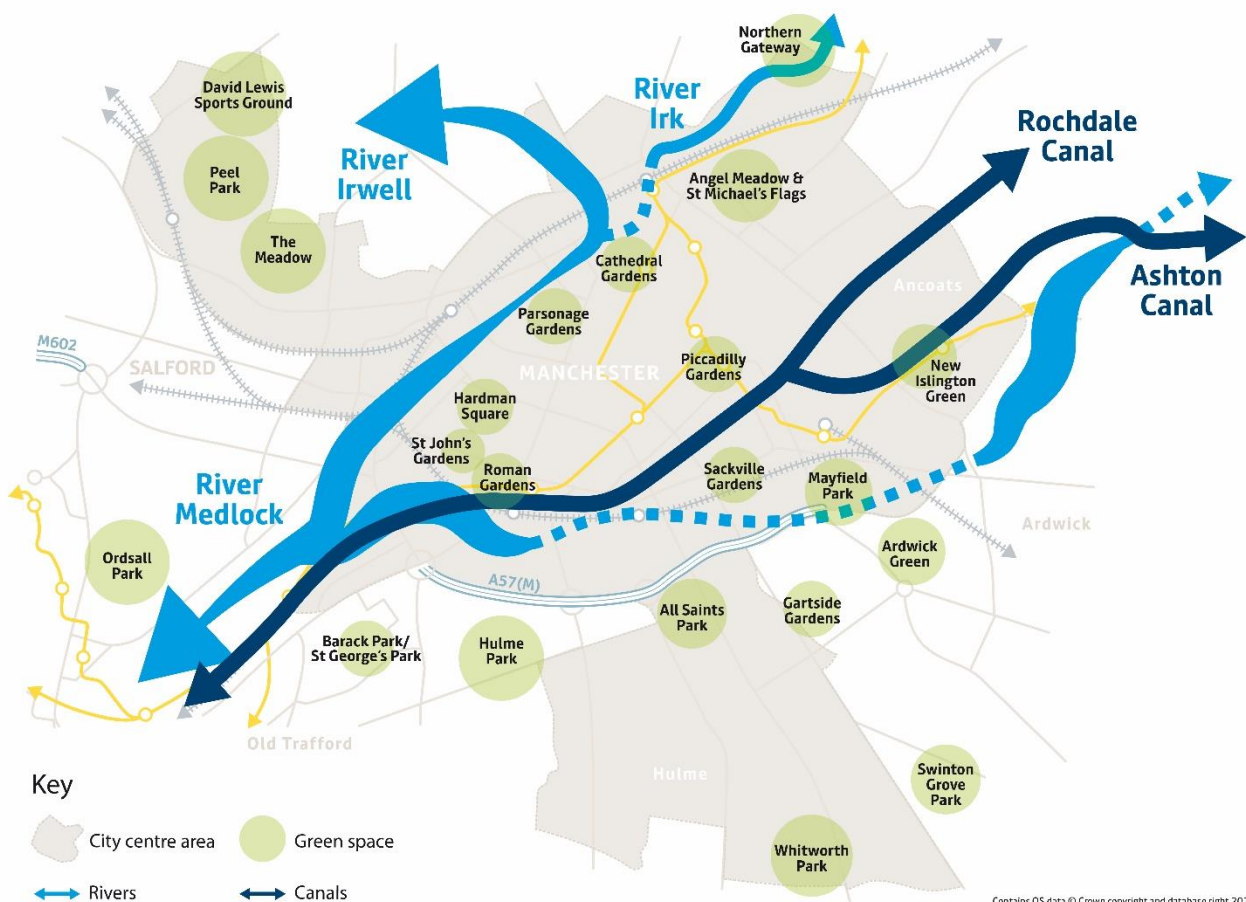


The city centre benefits from a small and dense core, with the majority of the central area sitting within a two kilometre catchment. This provides a significant opportunity to develop walking as the main mode of travel within our city centre between central developments, public transport hubs and major attractions. Across the city centre are a variety of neighbourhoods, each with their own distinctive character and range of modern and historic iconic buildings, offering a vibrant and



diverse cityscape. Making these areas more attractive and safer for walking will be at the heart of our plans for the city centre.

There is currently perceived to be a limited supply of green space in the city centre. However, it does benefit from natural waterways of the River Irwell and River Medlock, and the Rochdale, Ashton and Bridgewater Canals. As well as the spaces within the city centre itself, there are a number of large green areas within a short travelling distance of the centre as shown in the diagram, Figure 4. Green space is being provided and planned as part of new developments, including a major park at Mayfield, next to Piccadilly Station, which is due to open in 2022. High-quality parks, green spaces and waterways are important features of successful cities, providing attractive living and working environments where investors and individuals want to invest, live and work.



**Figure 4: Blue and green infrastructure in the city centre**

Overall space in the city centre is scarce, with strong competition across modes for access to a limited street network. It is critical to balance the competing demands of increasing numbers of people walking and cycling, buses, tram vehicles, goods and service vehicles that are created through future growth, whilst also trying to expand and improve public space in the city centre.

The 2018 conversation highlighted that 48% of respondents felt that cars, motorcycles and mopeds had too much space in the city centre, whilst 64% of respondents felt that cyclists had too little space.

People walking require much less space than vehicles, however they display a greater range of needs. Our streets currently accommodate people from all walks of life and of all ages, including people with disabilities, people pushing double-buggies or trailing suitcases and those rushing for meetings, each which display many requirements for getting around the city. Space is needed to comfortably move around but also the need to stop, rest or seek shelter. The safety, maintenance and cleanliness of our streets is also important and we will continue to prioritise these issues.

Our conversation highlighted that Deansgate was the main street in the city centre that it was felt has too little space for pedestrians.

**48% of respondents to the City Centre Transport Strategy conversation felt that cars, motorcycles and mopeds had too much space in the city centre.**



### **Delivering on our commitments for better air quality and achieving net-zero carbon**

Our conversation on the City Centre Transport Strategy in 2018 highlighted that **poor air quality is a strong concern, with 90% of respondents seeing it as an important issue.** Furthermore, 80% of respondents agreed that improving cycling, walking and public transport infrastructure would be the best way to improve air quality.

We want to improve air quality in the city centre, not just because we have a legal responsibility to do so but also because we recognise this will make it a healthier and more attractive place to live, work and spend leisure time.

The Greater Manchester authorities are developing a Clean Air Plan to bring nitrogen dioxide (NO<sub>2</sub>) levels within legal limits in 'the shortest possible time'. As part of the development of the

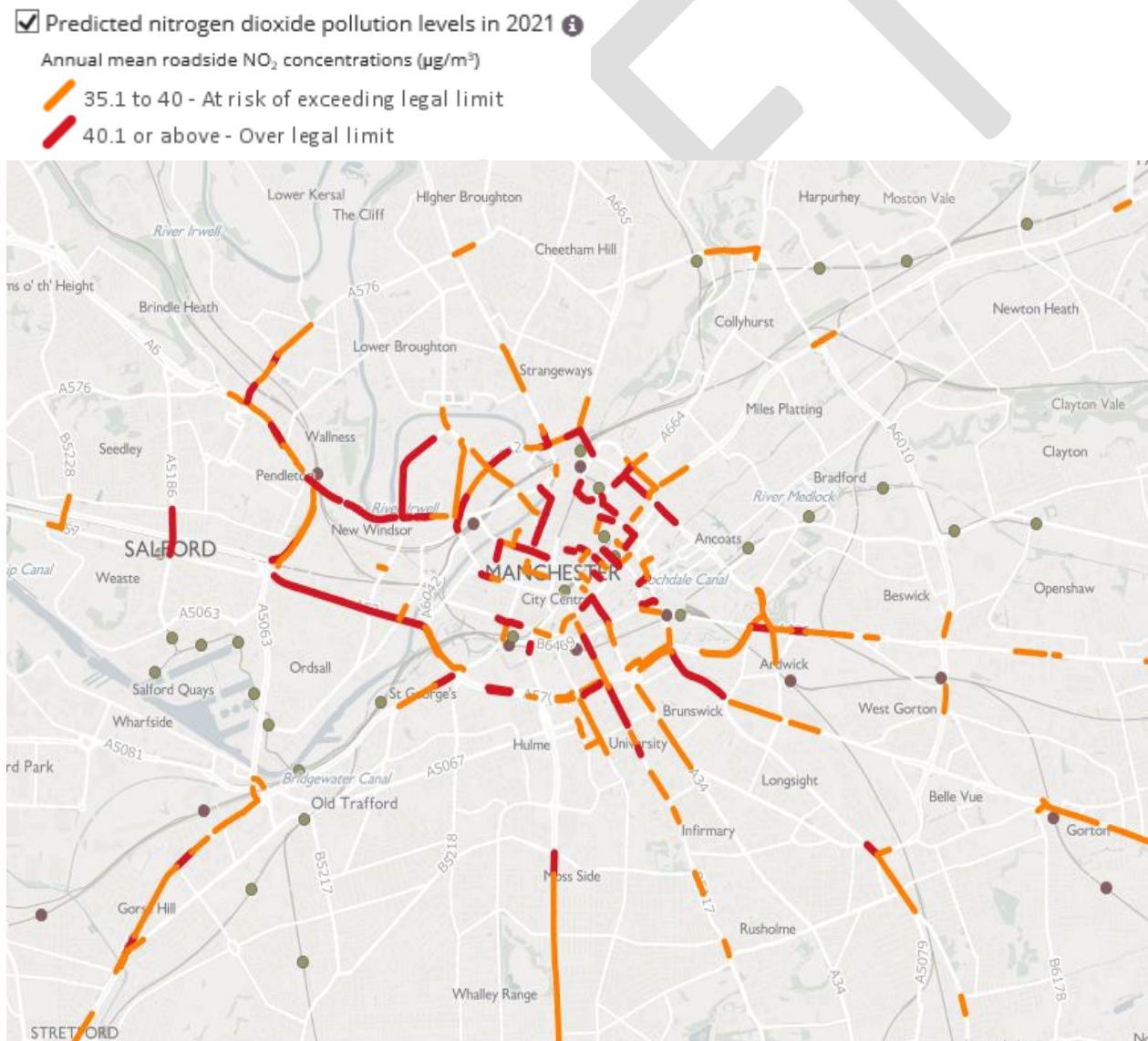


plan, air quality modelling undertaken and represented in Figure 5 highlights locations in the city centre that are predicted to exceed legal limits of NO<sub>2</sub> levels or are at risk of exceeding the legal limit in 2021. This highlights many locations where interventions are required to improve air quality. This includes streets in the Deansgate, John Dalton Street and Bridge Street area.

Government has directed the Greater Manchester's local authorities to introduce a Category C Clean Air Zone across the region, to bring NO<sub>2</sub> levels on local roads within legal limits in 'the shortest possible time' and by 2024 at the latest.

Between 8 October and 3 December 2020, a public consultation was held on the key elements of the charging Clean Air Zone, and the proposals for supporting funds. At the time of writing a final plan will be developed for consideration by decision makers as soon as possible and no later than Summer 2021.

To find out more visit [www.cleanairgm.com](http://www.cleanairgm.com)



**Figure 5: Predicted nitrogen dioxide pollution levels in 2021 across the city centre (Source Mapping GM – GM Clean Air Plan)**



## Carbon

The Paris Agreement (2015) brought global nations together to commit to ambitious efforts for combatting climate change. Its central aim is to strengthen the global response to the threat of climate change by keeping a global temperature rise this century to well below 2°C above pre-industrial levels, and to pursue efforts to limit the temperature increase even further to 1.5°C. The vision in the Greater Manchester 2040 Strategy aspires for the city-region to be at the forefront of action on climate change.

The Greater Manchester Combined Authority (GMCA), and ten local councils, have each declared a **Climate Emergency**. Urgent action is needed to put Greater Manchester on a path to carbon neutrality by 2038. The city-region has demonstrated a clear commitment to achieving this target, including through the 5-Year Environment Plan, launched in March 2019 during the second Greater Manchester Green Summit.

The plan sets out Greater Manchester's long-term environmental vision and the actions we all need to take, over the next few years, to help achieve this.

Manchester City Council published a Climate Change Action Plan 2020-25, in March 2020, committing the council to reducing CO<sub>2</sub> emissions from homes, workplaces and ground transport by 50% during 2020-25. Transport accounts for 32% of the city's emissions, so achieving the modal split target in this strategy will be key to achieving these ambitious decarbonisation goals.

**Greater Manchester needs to put itself on a path to reduce carbon emissions from almost 13 mega tonnes of CO<sub>2</sub> per year in 2015 to be net-zero CO<sub>2</sub> by 2038. Around one-third of carbon emissions in Greater Manchester are from transport and the city centre should continue to lead the way in delivering a net-zero carbon transport system.**

## Supporting future development and infrastructure plans in the city centre

The city centre as we know it today will change in the future, not just as a result of the Covid-19 pandemic. New commercial and residential developments will generate new travel patterns, both within the city centre and in nearby areas.

There is **significant development planned in the south-east city centre at Piccadilly and Mayfield** to accompany the HS2 proposals alongside future development of sites around the Oxford Road Corridor, including ID Manchester, Circle Square, and at Kampus. These accompany major new residential developments in progress at Great Jackson Street and planned for the south side of First Street.

There are also plans for greater levels of development on the west of the city, building on the success of Spinningfields, and through the emerging developments **around Chapel Street in Salford, St Johns, the Exchange and Greengate**, stretching out to **Salford Crescent** as the city centre expands.

To the north of the city centre, NOMA continues to develop, while the Northern Gateway will see the most significant development programme the city has seen in decades, with 15,000 new homes expected in the next 15-20 years. To the east, developments at Ancoats are increasing the city centre footprint out towards the Etihad Stadium, developing the Eastern Gateway programme.

New commercial and residential developments provide the opportunity to embed successful transport infrastructure at the planning stage, drive positive travel choices and effectively manage the demand for car usage. The construction of new developments and supporting infrastructure, including transport projects, will generate associated traffic that will need to be carefully managed to minimise impacts such as noise, emissions and safety.

The city centre is partly defined by major infrastructure and natural features. This includes the Mancunian Way, Castlefield rail corridor, the Rochdale and Bridgewater Canal, River Irwell and River Medlock to the south and west, and the Manchester Salford Inner Relief Route and Rochdale and Ashton Canals to the north and east. These can act as barriers for people accessing the city centre core. The seamless integration of new developments, uninterrupted by these barriers is important for sustainable and inclusive growth as the city expands. As our city centre grows, our transport strategy must consider impacts holistically and positively integrate land-use change with transport needs including implications for the surrounding areas of Ordsall to the West, Cheetham to the North, Ardwick to the East and Hulme to the South.

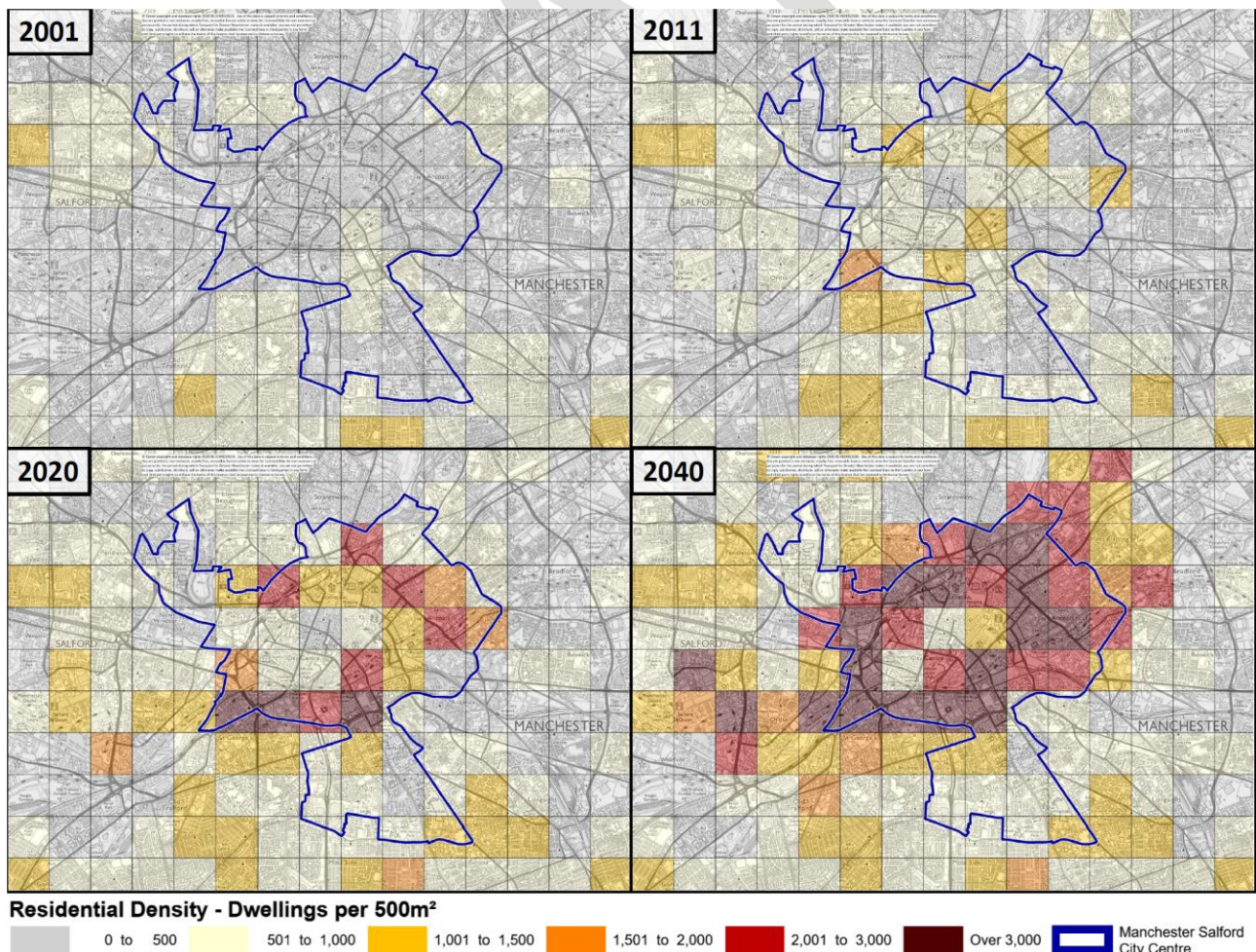
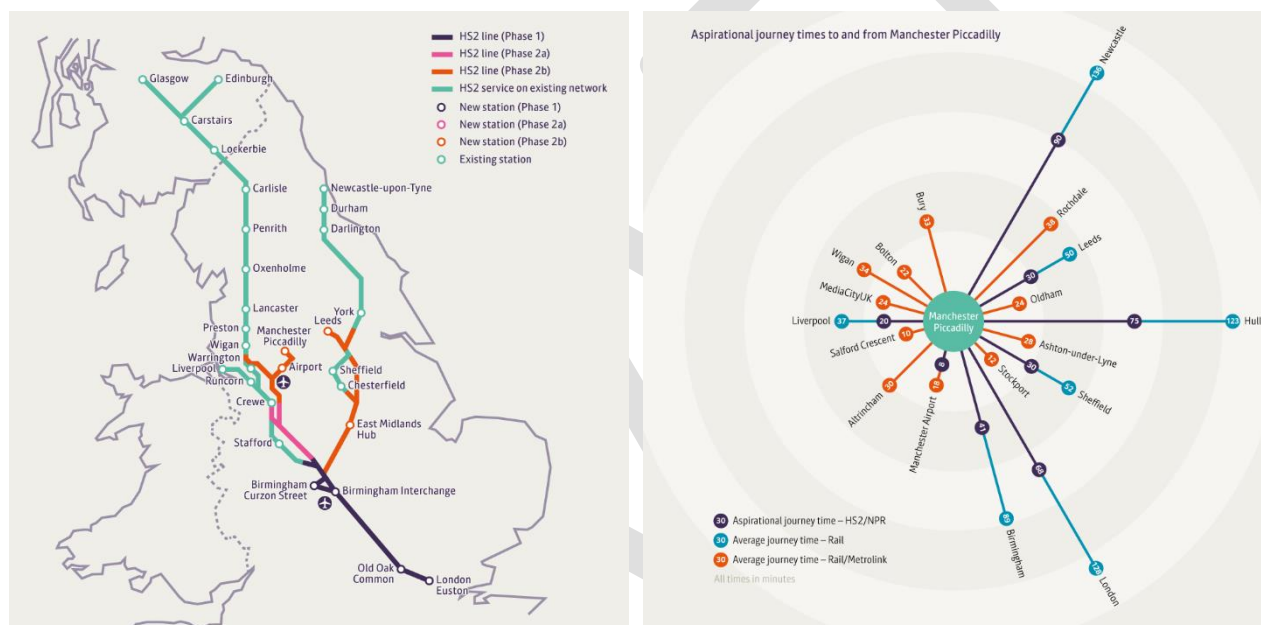


Figure 6: Density of residential development to 2040

**Population density is set to significantly increase across the city centre with many parts of the city housing over 3,000 dwellings per 500m<sup>2</sup> compared with an average of 1,000 in 2020.**

The arrival of HS2 and Northern Powerhouse Rail (NPR) into stations at Manchester Piccadilly (and Manchester Airport) presents a once-in-a-generation opportunity to drive a new phase of economic success into the city centre, and for the city-region to become a leading centre of growth in the North of England. By 2035-2040, HS2 will halve the journey time between Manchester and London, bringing businesses closer together and further promoting the city-region as a world-class business location as well as providing opportunities for regeneration and skills growth. HS2 will also release capacity on existing lines for freight and commuter services, improving rail capacity, whilst reducing the number of vehicles on the roads, and therefore reducing emissions.



**Figure 7: HS2 network map and aspirational journey times from Manchester Piccadilly**

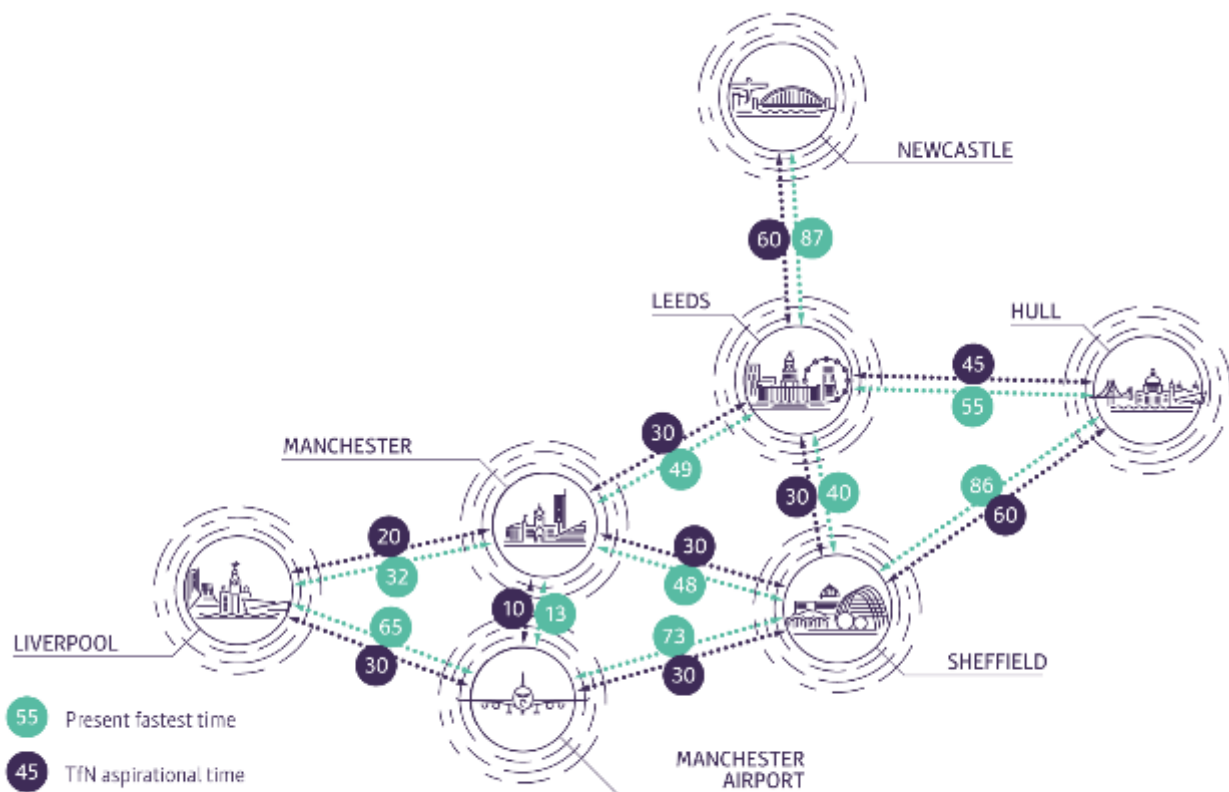
Added to this is the UK Government's vision for NPR, aimed at delivering upgraded railway lines, significantly reducing journey times and increasing service frequencies between major northern cities – enhancing Manchester's links with Liverpool, Leeds, Newcastle, Sheffield and Hull. This will enable the northern region to function as a single economy and support a step change in the North's economic growth. The significant planned investment of £39 billion will build on and extend the connectivity and productivity benefits of HS2 to more of the North's towns and cities, improving connections for businesses and significantly improving people's access to jobs. Manchester Piccadilly lies at the heart of this network.

The Government is due to publish an Integrated Rail Plan in 2021, to bring together the delivery of HS2 north of Birmingham, NPR, and other local rail projects. Local rail improvements, to complement these major national schemes, are also considered to be vital and are part of the Greater Manchester 2040 Transport Strategy and this strategy.



It is the local benefits that can be provided from these schemes, including new jobs, skills, business opportunities and connections, that we believe to be the key benefits of these nationally-led schemes. These momentous national infrastructure investments provide a major opportunity, if done in the correct way, to secure significant growth and regeneration. Manchester has developed its HS2 and NPR Growth Strategy, which aims to maximise the growth benefits from these schemes by focusing around four pillars: station design and infrastructure requirements; wider connectivity to ensure that the benefits are shared beyond the immediate station vicinity; regeneration around the stations; and people, skills and employability.

The vision is for an integrated Piccadilly Station being critical to delivering the benefits of HS2 and NPR, and ensuring that people are well connected to the new homes and jobs these investments offer. The investments are estimated to support a doubling of the economic output of Greater Manchester to circa £132 billion by 2050. The Growth Strategy provides plans for maximising and improving connections to the Piccadilly area through public transport and active travel, in order to encourage travel to Piccadilly through sustainable modes.



**Figure 8: Northern Powerhouse Rail network conditional outputs**

## More travel to, from and within the city centre but also easier

The next 30 years will see the city centre complete its post-industrial renaissance and continue its transformation as the second fastest growing city in Europe. Around 1,500,000 sqm of office floor space and nearly 50,000 homes could be built in the city centre.

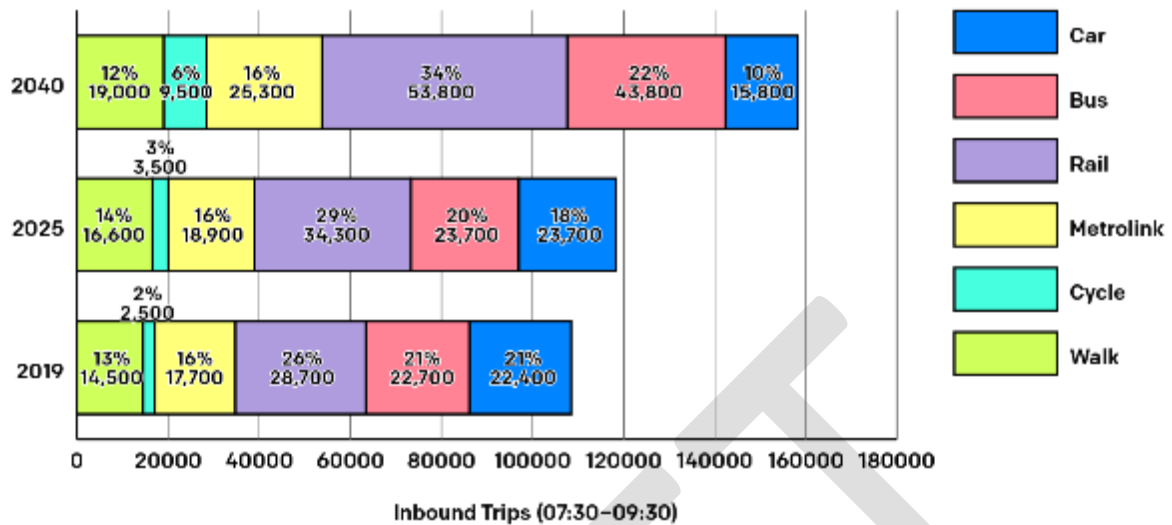
**Investments in HS2 and NPR into the city centre are estimated to support a doubling of the economic output of Greater Manchester to circa £132 billion by 2050.**

Such major developments will lead to a significant increase in the number of jobs. Approximately 140,000 jobs are based in Manchester city centre. There is potential for up to 110,000 more jobs by 2040. In addition, we will see the number of residents grow to 100,000 by 2040, a significant increase on the 40,000 recorded in the last census in 2011.

During the working day the city centre population increases almost five-fold. This generates a huge demand on the transport network during the morning and evening peak. The city centre is already under pressure in the morning peak period with 108,500 trips entering between 7.30am and 9:30am in 2019. By 2040 it is expected that there will be almost 50,000 additional trips being made in the morning peak period. To ensure the centre can continue to operate efficiently and to prevent congestion, the vast majority of these journeys will need to be made by walking, cycling or public transport.

The last City Centre Transport Strategy achieved major success in reducing the number of cars entering into the city centre. In 2002 cars represented 37% of all journeys into the city centre in the morning peak, with almost 32,000 cars crossing the Manchester-Salford Inner Relief Route. Proposals in the last strategy, including enhanced public transport and cycling provision, resulted in the number of cars entering the city centre falling to less than 23,000, or around 21% of all journeys.

To support our vision, our aim is for 90% of all morning peak trips into the city centre to be made on foot, by cycle or public transport before 2040 (as highlighted in Figure 9). This means fewer cars in the city centre so we can have cleaner air, support our carbon reduction targets and rebalance street space enabling us to make walking the main mode of travel for getting around. Future travel growth predictions shown in Figure 9 are underpinned by expected jobs and housing growth across the region and within the city centre. How people travel in the future will continue to change, not just as a result of the Covid-19 pandemic, and this strategy aims to help support this modal shift. The 90% target will be assessed through analysis of our cordon count data – the locations for these counts are on the inbound approaches to the city centre across the Manchester-Salford Inner Relief Route.



**Figure 9: Expected future growth by modes of travel to the city**

**By 2040 we anticipate there will be over 53,000 rail trips (an increase of almost 90%)** into the city centre in the morning peak, increasing from 28,700 trips in 2019. The rail network is already extremely congested around central Manchester which affects many of our major stations, in particular Manchester Piccadilly, Oxford Road and Deansgate on the Castlefield rail corridor.

**On Metrolink, there will be almost a 50% increase in trips**, increasing from 17,700 trips in 2019 to over 25,000 trips into the city in the morning peak. Despite the new capacity from recent improvements, some lines will be operating over-capacity as early as the mid-2020s – highlighting the need to invest in the capacity and reliability of the existing network and systems.

**Bus patronage is also set to increase by over 50%**, 34,800 trips to be made into the city centre in the morning peak by 2040 – an increase from 22,700 trips in 2019. There are limited route choices for buses meaning any increase in the numbers of buses entering the city centre will contribute to congestion in the city.

Underpinning all this will be a major shift to walking and cycling for trips at the local level within, and to, the city centre. The number of people walking and cycling into the city centre in the morning peak is targeted to increase from 17,000 in 2019 to 28,500 by 2040. Walking is the most important mode of transport in the city centre and we will manage our streets to support walking as the main way of getting around, ensuring in particular that it is fully accessible to people with mobility impairments. Delivery of measures to make walking and cycling safer and easier through the Bee Network is a key part of our plans for the city centre.

**Public transport trips into the city centre are forecast to increase by around 50% (Metrolink), over 50% (bus) and around 90% (rail) by 2040. Walking and cycling trips will also increase by around 70%. This will achieve a car mode share of 10% by 2040 (compared to 21% in 2019).**

In 2019, freight vehicles (light goods vehicles and heavy goods vehicles) accounted for approximately 8% of traffic entering into the city centre. As the city grows, and patterns continue to change, there will be increasing demand for goods and servicing. Accommodating the additional demand within the constrained street network of the city centre will be a challenge and thus opportunities must be sought to drive supply chain efficiency and enhance kerb-space management.

### Recent travel improvements

Over the last two years the following initiatives have been introduced to make it easier to travel to, from and within the city centre:

- Contactless, pay-as-you-go ticketing on Metrolink: to make it easier for customers to plan, make and pay for their journeys using different modes, thereby making the overall Greater Manchester public transport offer more attractive.
- A zonal fare structure on Metrolink: to make it easier for customers to plan, make and pay for their journeys using different modes, thereby making the overall Greater Manchester public transport offer more attractive.
- An 'Early Bird' Metrolink offer for those travelling before the morning peak: to increase passenger numbers without adding to overcrowding during the morning peak period.
- Our Pass – Cheaper travel for young people: to create a more inclusive public transport network by improving access for young people.
- The Women's Concessionary Travel Pass: launched by TfGM in 2018, the pass entitles thousands of women affected by the change in the state pension age to free off-peak travel on bus, train and tram.
- Access to apprenticeships: supporting apprentices across the region with a free 28-day travel pass valid on bus and tram services.

### Ensuring safety and security across our transport networks

Our transport systems need to be safe and secure for all our users. In the last three years there have been 587 accidents in the city centre, including five fatalities, and 94 resulting in serious injuries in the city centre. We must work hard to reduce this to as close to zero as possible and ensure transport networks are safe for all users. We must also reduce the fear of crime and anti-social behaviour and communicate clearly our efforts to ensure public transport is safe.

We will focus measures to improve safety including the dangers posed by motorised traffic, particularly those dangers that can result in road deaths or serious injuries to vulnerable groups.

We recognise that security, and the perception of security, is an important element in persuading people to travel by public transport or to take up active travel. Personal security is also an

important consideration in terms of the night-time economy as people are travelling at a time when they may feel more vulnerable, for work or leisure purposes.

We also recognise that safety is an issue for people when moving around the city centre at night, especially in areas where traffic is not permitted. When considering traffic-free spaces, we will make sure that safety is taken into account, which could include a range of lighting or different restrictions in daytime and night-time hours.

**The conversation highlighted that 80% of respondents currently feel unsafe while cycling around the city centre indicating a particular problem for cycling into and around the city centre.**

In the rail sector, platform 13 and 14 at Manchester Piccadilly currently handle more footfall in the peak hour than an equivalent period at Nottingham station in its entirety. Such high levels of demand lead to overcrowding on the platforms and there are very serious concerns relating to people's safety at this location.

Measures including improved waiting areas and platform patrolling have been introduced to address this risk in the short term, but demand through these platforms will continue to grow as the platforms provide the main east-west connections and connect the city centre with the airport. Similarly, localised incidents have been observed for people waiting to board buses where pavement widths are narrow and cannot handle the level of demand. In some locations, this has led to people over-spilling onto the highways and putting them at risk.

## **Preparing for changing travel needs and transport innovations**

The position of the city centre as the most significant economic area in the UK outside London will continue. This will include a range of sectors including retail, leisure, sports, arts, music and culture. The night-time economy is an essential part of the vitality of the city centre and as it grows, workers, residents and tourists will spend their time and money outside normal working hours. This will further stimulate these industries and drive increased travel demand during the off-peak hours, meaning our travel network will have to accommodate 24/7 travel patterns. This is in addition to workers who already commute during this period e.g. for service work in hospitals, and other industries that do not cease during the evening hours.

Taxis and private hire vehicles (PHVs) provide invaluable transport services at times when public transport is not an option, and they can be especially valuable for people with restricted mobility. However, changes to taxi and PHV regulation, new technology and business models, and an outdated legislative framework, have all contributed to the current situation where PHVs that are not licensed locally can operate locally. The 10 Greater Manchester authorities have worked to develop a set of proposed minimum standards for services licensed in Greater Manchester. A consultation on the standards ran alongside the Greater Manchester Clean Air Plan consultation and the authorities are reviewing the feedback and will confirm which standards are to be adopted, in what form, and the timeline for their implementation in due course. TfGM and the 10 local authorities will also continue to lobby Government to legislate to close the loophole which permits out-of-area operation for private hire.



Digital technology is reshaping every aspect of our lives in ways which were inconceivable a generation ago, including how we work, travel, shop, access services, meet people, communicate and are entertained. High-speed internet, digital skills and access to technology influence how we travel and will be an important factor in the development of our transport system. We will investigate opportunities to improve digital infrastructure in public spaces. As part of the Greater Manchester Digital Blueprint, the city-region is developing a clear strategic vision on 5G and fibre optic communications, looking at the commercial opportunities to maximise their value to the city and across Greater Manchester.

In the future, transport as we know it will change further still. There is increasing demand for responsive travel that suits the needs of passengers, rather than fixed schedules. Enhanced real-time travel data will help us better understand travel patterns, gain more insight into movements and plan our provision of transport services and car parking supply more dynamically in response to demand. People may also have a more flexible attitude to transport, e.g. cycling to work one day, travelling by tram the next. Mode or route will be based on the best available option on a given day and informed by live, easily accessible data. This flexibility will be enabled through the onset of new technologies and ways to access transport, like Mobility as a Service and mobility hubs, that give people more options to plan and pay for a combination of transport modes in a way that best suits their needs.

A growing city centre population is expected to generate more delivery and servicing needs, whether that is to homes in the city centre or retail and leisure facilities. Advances in technology also provide the opportunity to make goods deliveries more efficient. Companies can now use live travel information to effectively schedule their deliveries, optimise delivery patterns and re-time and re-route to avoid congestion, as well as utilising last-mile cycle deliveries, parcel lockers and consolidation. The market is continually developing and more advances are expected. Connected and autonomous vehicles are one of the biggest upcoming technological advancements in the transport sector. They have the potential to assist both the passenger and freight transport sectors through improved safety and efficiency, so this future technology should be accounted for as best as is possible. Any adoption of autonomous vehicles at scale will require careful regulation, and must not compromise our overall aim to design the city centre around people rather than vehicles.

The range of users on our city centre networks is vast, and includes commuters, users with disabilities, older people, school children and those travelling for evening entertainment – meaning a broad range of travel options are required. The implications of future technologies will impact different groups to different degrees depending on levels of acceptance and willingness to change. This will be easier for some than for others. Our strategy must ensure that technology keeps in mind different users with considerations around mobility, affordability, dependability, agility and flexibility.

## **Supporting Greater Manchester, Manchester and Salford policies and strategies**

The City Centre Transport Strategy supports and aligns with a suite of strategies that deliver the **Greater Manchester Strategy: Our People, Our Place**.

The Greater Manchester Strategy sets out a compelling vision for the city-region: “Our vision is to make Greater Manchester to be one of the best places in the world to grow up, get on and grow old”.

### **Greater Manchester Local Plans**

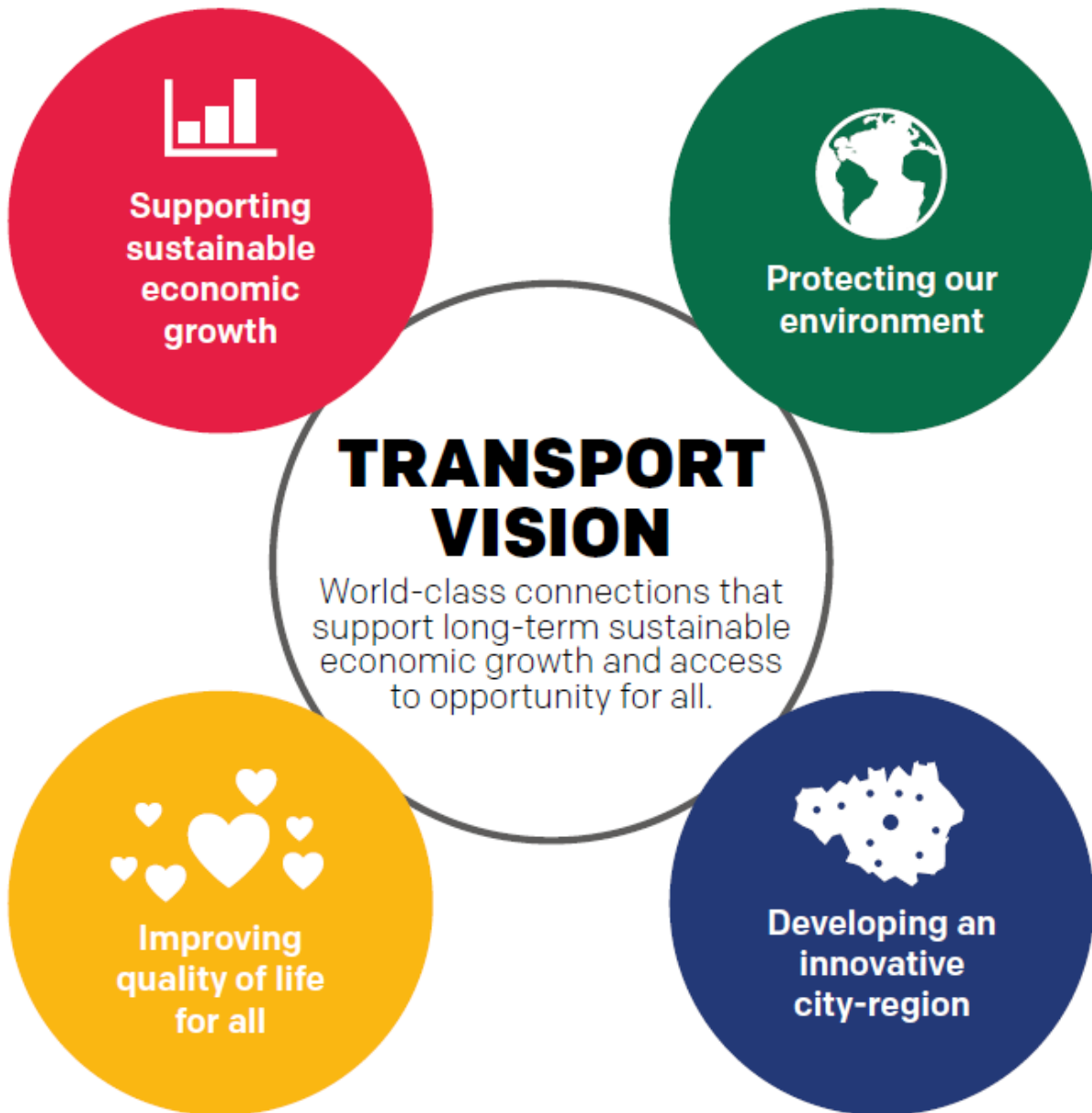
The City Centre Transport Strategy is closely aligned with work currently underway on Local Plans in Greater Manchester; the development of ‘Places for Everyone’, a Joint Development Plan Document; and Our Delivery Plan 2021-2026 (part of the Greater Manchester Transport Strategy 2040).

Places for Everyone will provide an important strategic framework designed to underpin the successful planning of local planning authorities within Greater Manchester. It will provide the basis for an informed and integrated approach to spatial planning and place making. The plan sets out the allocation of land, with the city centre earmarked for higher density residential and commercial growth.

### **2040 Transport Strategy**

Development of the City Centre Transport Strategy is additionally guided by a range of existing important policy documents. These provide broader aspirations for how the city centre should function moving towards 2040.

The Greater Manchester Transport Strategy 2040 identifies what a successful transport system might look like to support the city-region’s wider economic, social and environmental ambitions, through the vision for *“world-class connections that support long-term sustainable economic growth and access to opportunity for all”*.



**Figure 10: Greater Manchester transport vision, 2040 Transport Strategy**

The Greater Manchester Transport Strategy 2040 sets out our long-term vision for the 'Right Mix' of transport on our network: for 50% of trips to be made by sustainable modes by 2040. Achieving this would enable us to deliver a healthier, greener and more productive city-region without increasing overall levels of motor vehicle traffic.

The seven network principles of the 2040 Transport Strategy focus on transport delivering integrated, inclusive, healthy, environmentally responsible, reliable, safe and secure, and well-maintained and resilient networks for all. The city centre is at the geographical heart of the spatial themes contained within the 2040 Transport Strategy making it critical to the success of its delivery.



**Figure 11: 2040 Transport Strategy network principles**

A refreshed Greater Manchester Transport Strategy 2040 and new Five Year Transport Delivery Plan were published in January 2021, as well as Local implementation Plans for Manchester and Salford.

A vision for this integrated, modern and accessible transport system was set out by the Greater Manchester Mayor in 2019, through the launch of **‘Our Network’**. Designed to align with our long-term, 2040 Transport Strategy vision, Our Network provides an additional way to communicate everything we want to achieve in the medium-term when it comes to our public transport and walking and cycling networks.



## Wider strategies

This strategy supports many wider strategies and policies seeking to enhance connectivity, enable growth for the wider region and tackle key challenges including congestion, air quality and carbon emissions.

Broader strategies aim to promote the city centre as a high-quality place, ultimately aspiring for a thriving, sustainable, liveable and zero-carbon city. They also promote wellbeing across the region for people of all ages through better health, enhanced safety and security, stronger communities, and greener, more welcoming and relaxing environments. Figure 12 shows the links between this City Centre Transport Strategy and wider supporting strategies and policies.

**The City Centre Transport Strategy: supporting wider policies and plans**



Figure 12: Supporting wider policies and plans





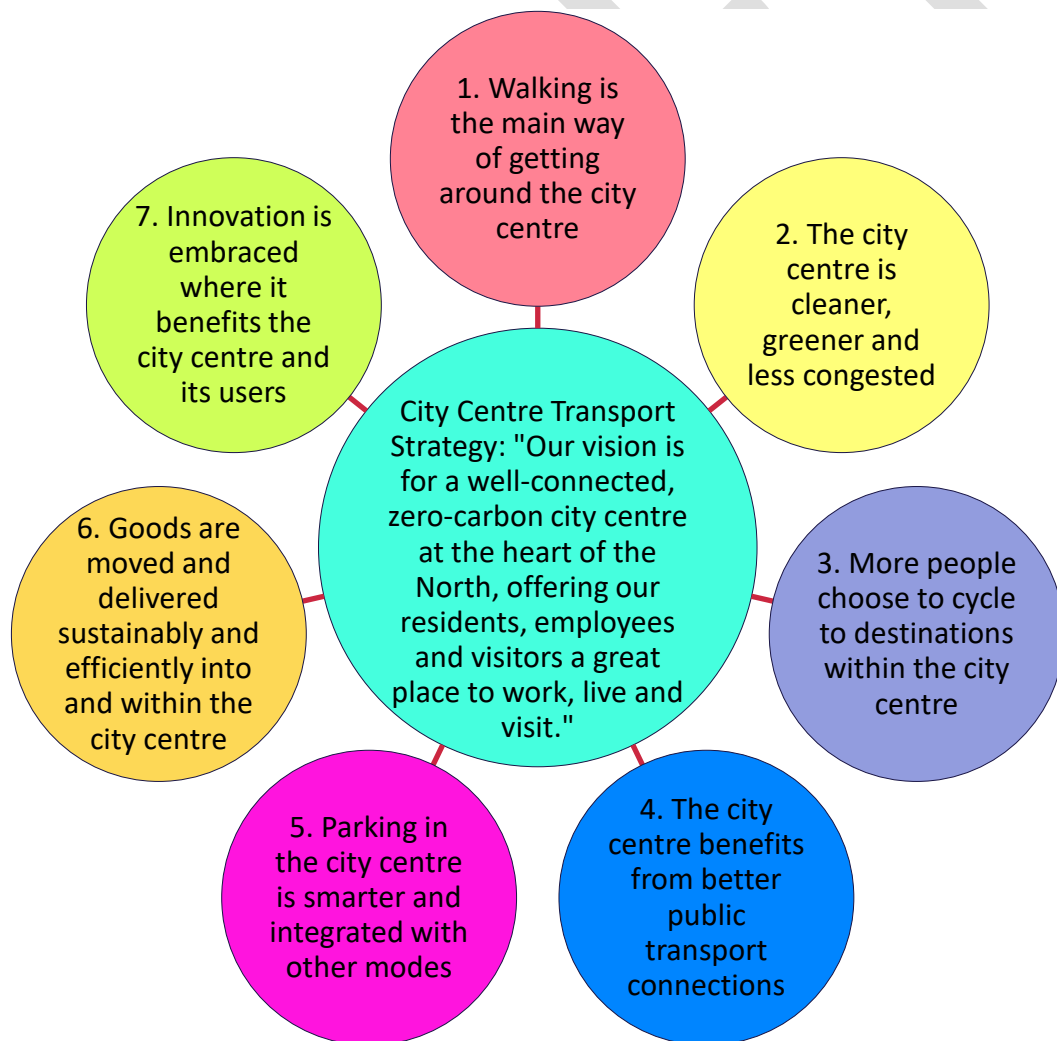
## Our ambitions

Our vision is for a well-connected, zero-carbon city centre at the heart of the North, offering all residents, employees and visitors a great place to work, live in and visit.

Our vision has three key dimensions for transport:

1. Delivering an integrated, inclusive and sustainable transport network with increased connectivity and capacity, which meets growth in travel demand for getting to, from and around the city centre;
2. Improving the quality of the city centre streets to ensure it is an age-friendly and inclusive centre that is a great place to spend time in and move around; and
3. Supporting the transformation towards a net-zero carbon city centre.

We have set out seven ambitions which focus on areas that will help us achieve our vision.



**Figure 13: Our ambitions**



## **Ambition 1: Walking is the main way of getting around the city centre**

The city centre is safe and easy to walk around with clear, well-signed routes. Pavements and public spaces will be high quality, well-maintained, green and accessible- catering for everyone, no matter what their age or mobility. The term walking encompasses not only people walking but also those using streets and spaces in a variety of other ways in addition to spending time in, for example to rest and play. These include:

- Those using wheelchairs, including electric wheelchairs and mobility scooters;
- Those with sensory impairments, such as blind, partially sighted or deaf pedestrians who may experience the street environment quite differently; and
- Those pushing prams, buggies and double buggies.

We want walking to be the main way people get around the city centre. This means:

- It is safe and easy for people to walk around the city centre, both during the day and at night;
- Routes around the city are clear to navigate;
- Walking becomes the obvious and convenient choice of travel from our city centre public transport hubs;
- Our city is age-friendly, and our streets cater for everyone including children, older people and disabled people;

Our footways and public spaces are clean and maintained to a high quality; and

- More attractive streets that are pleasant to spend time in, with seating provided to allow people to rest.

### **Key statistics and current perceptions: walking**

Deansgate and Piccadilly Gardens were highlighted as streets in the city centre that have too little space for pedestrians in our conversation.

<p><b>Ambition 1: Walking is the main way of getting around the city centre</b></p>
<p><b>Challenges</b></p>
<ul style="list-style-type: none"> <li>• Footways and pavements not wide enough and in some areas of a poor quality</li> <li>• Insufficient wayfinding around the city making it difficult to navigate</li> <li>• Overcrowded footways at peak times</li> <li>• Catering for the different needs of our street users – particularly those with mobility impairments</li> <li>• Perception that city centre is unsafe to walk around, particularly after dark, due to concerns about crime and anti-social behaviour</li> </ul>
<p><b>Priorities</b></p>
<ul style="list-style-type: none"> <li>• Walking prioritised as the most important mode for getting around the city centre</li> <li>• Provision of clean, coherent, high-quality and well-maintained walking networks</li> <li>• Pedestrian networks integrated with major public transport interchanges</li> <li>• City centre streets that provide for the needs of young people, older people, people with mobility issues and disabled people</li> <li>• Safe, navigable routes supported by clear wayfinding infrastructure</li> <li>• Reduce death and serious injury to pedestrians caused by collisions with motor vehicles to as close to zero as possible</li> <li>• Introduction of more green space and enhanced attractiveness of public realm in the city centre</li> </ul> <p>More street space given to pedestrians to allow people to walk in comfort and safety</p> <ul style="list-style-type: none"> <li>• The provision of accessible and age-friendly street furniture including well-designed and frequent seating and lighting</li> <li>• Inclusion of safety considerations within the design of public areas, especially those where traffic is not allowed</li> </ul>
<p><b>Considerations</b></p>
<ul style="list-style-type: none"> <li>• Use of existing streets and spaces to enhance public realm and green areas</li> <li>• More priority to pedestrians at key junctions and crossing points – which could cause some delay to other vehicles in the city centre</li> <li>• Inclusion of safety considerations within the design of public areas, especially those where traffic is not allowed</li> </ul>

## **Ambition 2: The city centre is cleaner, greener and less congested**

Traffic levels and pollution in the city will be reduced, through the removal of non-essential and polluting vehicles travelling into and across the city centre.

We want to create a cleaner and less congested city centre. This means:

- Reducing traffic levels in the city centre;
- Reducing the proportion of trips into the city centre made by car to less than 10% of the total morning peak hour trips;
- Reducing idling motor vehicles and minimising vehicle dwell time on city centre streets;
- Removal of non-essential and polluting vehicles travelling into and through the core of the city centre;
- By 2030, the majority of vehicles operating in the city centre should be low or zero emission;
- Re-designing our city centre streets so that they provide first and foremost for travel on foot, by cycle and by public transport;
- There are more green spaces and trees in the urban environment, with good access to the rivers, canals and parks; and
- Reducing car dependency in the city centre by providing access to shared low emission vehicles for use by residents, businesses, and visitors, such as through bike hire, electric car clubs, e-cargo bikes and e-scooters.

### **Key statistics and current perceptions: congestion/air quality**

90% of conversation respondents identified air quality as an important issue.

80% agreed that improving cycling, walking and public transport infrastructure would be the best way to improve air quality.

48% of respondents felt that cars, motorcycles and mopeds had too much space in the city centre, whilst 64% of respondents felt that cyclists had too little space.

<p><b>Ambition 2: The city centre is cleaner, greener and less congested</b></p>
<p><b>Challenges</b></p>
<ul style="list-style-type: none"> <li>• Competing demands of different transport users for limited street space</li> <li>• Congestion from increasing demand on city centre streets from vehicles – including cars, vans, goods vehicles, buses, and on-street Metrolink running</li> <li>• Poor air quality and pollution from older and diesel vehicles, including freight vehicles, taxis and private hire vehicles and buses</li> <li>• High carbon emissions from motorised transport</li> </ul>
<p><b>Priorities</b></p>
<ul style="list-style-type: none"> <li>• Providing cleaner air in the city centre through the delivery of the Greater Manchester Clean Air Plan</li> <li>• Prioritising use of space in the city in favour of modes that use space more efficiently (e.g. active travel and public transport)</li> <li>• Discouraging private car use and managing deliveries and servicing more effectively</li> <li>• Achieve year-on-year reduction in carbon emissions necessary to achieve net-zero carbon by 2038</li> <li>• Improving the wider road network to manage traffic travelling into the city centre and across the central area of Greater Manchester</li> <li>• Ensuring appropriate charging infrastructure for ultra-low emission vehicles</li> <li>• Increase the number of shared use, low emission vehicles available for use by residents, businesses and visitors alike</li> <li>• Include the provision for shared mobility in new developments</li> </ul>
<p><b>Considerations</b></p>
<ul style="list-style-type: none"> <li>• Mechanisms to favour clean transport modes over all others in the city centre</li> <li>• Transfer of space away from private vehicles to give greater priority to a safer and more pleasant environment for walking</li> <li>• Retaining accessibility across the city centre</li> <li>• Impacts of displaced traffic and vehicles out of the city centre, and residents with private vehicles in the city centre</li> </ul>

### **Ambition 3: More people choose to cycle to destinations within the city centre**

There is an attractive, safe, protected and efficient cycling network into and through the city centre, delivered as part of the city-region's proposed Bee Network. Cycling is supported with good parking facilities close to key destinations, and hire bikes are easy to access in the city centre.

We want to create a more cycle-friendly city centre. This means:

- There is an attractive, safe and efficient cycling network into and through the city centre which connects our major public transport hubs and assets;
- Major infrastructure and physical features such as rivers and canals do not form barriers to accessing the city centre by bike;
- Cycle routes are safe, direct, attractive and easy to use, and protected from other traffic, where necessary;
- Road crossings are safe and easy to navigate for cyclists;
- Riders of all types of cycle, including non-standard cycles and cargo bikes, have enough space to move around safely and comfortably;
- Bikes can easily and quickly be hired in the city centre;
- Safe and convenient places are available across the city to store bikes; and
- Facilities such as cycle parking, showers and lockers are available to support cycling into the city centre.

#### **Key statistics and current perceptions: cycling**

Cycle safety is identified as a major issue with 80% of conversation respondents indicating they felt unsafe when cycling around the city centre. People also cited availability of safe cycle parking as a barrier.

<p><b>Ambition 3: More people choose to cycle to destinations within the city centre</b></p>
<p><b>Challenges</b></p>
<ul style="list-style-type: none"> <li>• Disjointed cycling networks within and to the city centre area</li> <li>• Traffic levels in some parts of the city centre area do not encourage people to cycle</li> <li>• Streets planned primarily around motor vehicle movement, not people cycling or walking</li> <li>• Insufficient wayfinding around the city making it difficult to navigate</li> <li>• Lack of cycle parking and issues with cycle theft and vandalism</li> <li>• Severance caused by major infrastructure acting as barriers to direct routes</li> </ul>
<p><b>Priorities</b></p>
<ul style="list-style-type: none"> <li>• Improving cycle connectivity across the city centre – with safe, direct routes to/from major destinations</li> <li>• Maximising cycle capacity on routes into the city centre to support growth in demand and to support larger bikes such as cargo bikes and handcycles</li> <li>• Provision of high-quality cycling network for travel within and to/from the city centre that provides continuous networks, including when travelling between local authority areas</li> <li>• Safe, navigable routes supported by clear wayfinding infrastructure</li> <li>• Safe crossing facilities for cyclists to minimise severance impacts of canals, rivers, roads and railway lines</li> <li>• Cycling networks which provide good access to and from major public transport interchanges</li> <li>• Ability to access a cycle for moving into and around the city</li> <li>• Enhanced cycle storage and facilities for cyclists, including for e-bikes</li> </ul>
<p><b>Considerations</b></p>
<ul style="list-style-type: none"> <li>• Challenges of delivering segregated cycling facilities through pedestrian priority streets and how the pedestrian/cyclist conflict is handled</li> <li>• How streets can be shared where they are narrow and available space is extremely limited</li> <li>• The density of development and the complex networks of streets making it difficult to deliver consistent world-class cycling infrastructure in all locations</li> </ul>

## **Ambition 4: The city centre benefits from better public transport connections**

Manchester and Salford city centres are well-connected by rail to other cities and towns (to support commuting, business and leisure trips). There is sufficient capacity on peak hour Metrolink, bus and rail services, and better integration between modes to ensure that public transport is an attractive alternative to car travel. Public transport operating hours and service patterns support travel needs at evenings and weekends, particularly for leisure and commuting trips. Cross-city services are convenient, reliable, safe and secure, clean, quiet and accessible to all.

We want Manchester city centre to be well-connected and provide enough high-quality public transport capacity to support future growth. This means:

- Delivering sufficient capacity on peak hour Metrolink, bus and rail services to meet forecast demand levels;
- Providing better rail connections to other towns and cities across the UK through delivery of HS2, NPR and other rail enhancements;
- Thinking about our public transport networks holistically and supporting new inter-urban railway services (including high-speed links) where they release capacity and provide benefits to the rapid transit network (suburban rail or metro);
- Providing opportunities to interchange seamlessly between all modes of transport within the heart of the city centre;
- Ensuring the transport gateways to our city centre are attractive and welcoming to all;
- Improving the reliability of bus services into and across the city centre to offer a more attractive service. Cross-city bus services are convenient, reliable, safe and secure, clean, quiet and accessible to all;
- Enhancing the comfort of our bus and rapid transit services into the city centre;
- Running public transport services at times that suit all users – including weekend and night-services;
- Ensuring our transport systems feel safe and secure for everyone;
- Improving physical access to public transport services;
- Committing to low emission public transport fleet operation in the city centre; and
- Ensuring resilience of our public transport network for planned and unplanned disruption.

### **Key statistics and current perceptions: public transport**

The 2018 conversation highlighted the view that the public transport network should be improved with cheaper travel and increased frequency and reliability to make services more attractive.

<b>Ambition 4: The city centre benefits from better public transport connections</b>
<b>Challenges</b>
<ul style="list-style-type: none"> <li>• Congestion and poor reliability on the rail network for passenger and freight services</li> <li>• Increasing numbers of buses and traffic competing for limited space in the city centre creating congestion and impacting bus reliability</li> <li>• Increasing demand for public transport services which are already running at capacity in the peak hours</li> <li>• Complicated and fragmented arrangements around operations (including ticketing) with multiple private operators</li> <li>• Difficulties interchanging between transport modes e.g. distance between bus stops and platforms, different tickets and prices, and timetables that are not joined up across modes</li> <li>• Catering for a wide variety of different people travelling to the city centre for different purposes and with different transport requirements</li> </ul>
<b>Priorities</b>
<ul style="list-style-type: none"> <li>• Supporting the delivery of nationally planned infrastructure to deliver high-quality, high-speed public transport connections to the city centre</li> <li>• Accommodating the forecast growth in peak hour trips (additional 50% peak hour trips by 2040) through increased capacity in public transport</li> <li>• Enhancing rapid transit connections into the city centre providing additional comfort and increased accessibility to a broader range of users</li> <li>• Providing appropriate frequency of public transport to the city centre from different origins, including night-time services</li> <li>• Supporting people's ability to interchange easily between transport modes</li> <li>• Improving the comfort and safety of public transport journeys, ensuring they are as smooth and stress-free as possible</li> <li>• Ensuring the planning of street changes and closures are balanced with the need to provide bus users access to all areas of the city centre</li> <li>• Running public transport services at times that suit different user needs</li> <li>• Ensuring journeys by public transport are affordable for all users</li> <li>• Delivering Quality Bus Transit services that support travel to, from and through the city centre</li> </ul>
<b>Considerations</b>
<ul style="list-style-type: none"> <li>• To support walking becoming the most important mode of travel in the city centre, our street network needs to be prioritised, requiring more efficient provision of bus services, with a reduction of vehicles in the city centre</li> <li>• Bus and on-street tram need to be appropriately considered in this mix, with greater priority than general traffic</li> </ul>



## **Ambition 5: Parking in the city centre is smarter and integrated with other modes**

Car parking is reduced and appropriately located in the city centre but remains available to those with specific mobility needs that rely upon accessible parking provision. Parking will be reviewed close to city centre public transport hubs, with people encouraged to travel to those locations using the public transport and active travel options provided, and parking limited where appropriate. Outside of the city centre, car parking is smarter and better integrated with other modes of travel.

We want to ensure that car parking in the city centre is effectively managed. This means:

- Reducing the number of car parking spaces in the city centre, including at key public transport hubs, with the exception of accessible spaces for those with disabilities and mobility impairments;
- Providing greater flexibility in how car parking is used to make more productive use of parking spaces;
- Considering the needs of coaches, taxis and commercial service vehicles in our parking provision;
- Park-and-Ride travel hubs outside the city centre, and mobility hubs within and around it, both playing a more important role in access to the city centre;
- Locating car parks close to major strategic routes into the city centre, in particular the Inner Relief Route and allow interchange to other modes and discourage driving into the core city centre;
- Providing clear navigation and information relating to available car parking spaces;
- Use of real-time information to inform driving and parking in the city centre;
- Future-proofing for electric vehicles where appropriate; and
- Providing residents with access to shared vehicles for essential use rather than encouraging car ownership.

### **Key statistics and current perceptions: parking**

There is an overall planned reduction in off-street car parking in the city centre area due to redevelopment of car parking sites and to align with our vision. It is estimated that 12,500 spaces will be removed from the parking supply.

<b>Ambition 5: Parking in the city centre is smarter and integrated with other modes</b>
<b>Challenges</b>
<ul style="list-style-type: none"> <li>Conflicting demands for street space</li> <li>An expanding city centre shifting car parking into a wider fringe area around the city</li> <li>Complicated arrangements around car parking operation</li> <li>Consideration of coach parking generated by tourists</li> </ul>
<b>Priorities</b>
<ul style="list-style-type: none"> <li>Not replacing temporary car parking lost to development schemes within the city centre</li> <li>Car parking retention prioritised near to the strategic road network</li> <li>Making the best and most efficient use of kerbside and off-street car parks</li> <li>Exploring opportunities to better use spare capacity in car parking</li> <li>Dynamic and smarter car parking within the city</li> <li>Integration of parking with public transport modes e.g. Park-and-Ride travel hubs outside the city centre, and mobility hubs within and around it</li> </ul>
<b>Considerations</b>
<ul style="list-style-type: none"> <li>Reduced number of parking spaces in the city centre</li> <li>Loss of revenue generated from parking</li> </ul>

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## **Ambition 6: Goods are moved and delivered sustainably and efficiently into and within the city centre**

Essential goods can access our city centre, with a shift towards cleaner, more efficient vehicles and processes that minimise the negative impacts of deliveries and servicing.

We want our goods to be delivered efficiently and using sustainable practices. This means:

- Keeping essential goods moving to our city to support our economy;
- Encouraging the grouping of deliveries and collections where possible to avoid multiple trips, especially at peak times;
- Recognising the changing role of streets at different times of day;
- Shifting towards low emission goods fleet operation in the city centre;
- Supporting a shift to more sustainable modes for freight deliveries, such as cargo bikes;
- Successfully managing construction traffic operating in the city centre to cause minimum disruption and safety implications;
- Minimising the negative impact of deliveries and servicing on the quality of life; and
- Better management of our kerbside space within the city centre including partnership working.

### **Key statistics and current perceptions: goods deliveries**

8% of trips into the city centre in the AM peak are vans and HGVs compared to 16% off-peak.

<p><b>Ambition 6: Goods are moved and delivered sustainably and efficiently into and within the city centre</b></p>
<p><b>Challenges</b></p>
<ul style="list-style-type: none"> <li>• Increasing demands for goods in our city centre, which increases trips into and around the area</li> <li>• Increasing levels of waste produced by our city, increasing trips out of the city centre</li> <li>• Increasing numbers of polluting vehicles within our city centre</li> <li>• Increased consumer expectations for speed of delivery</li> <li>• A lack of physical space for HGVs and kerbside deliveries</li> <li>• Potential disruption during major construction work in the city centre</li> <li>• HGVs and delivery vans are accessing the city centre throughout the day and make up around 16% of vehicles crossing the city centre cordon during the off-peak daytime period</li> <li>• Accommodating personal shopping/grocery delivery for increased residential living</li> </ul>
<p><b>Priorities</b></p>
<ul style="list-style-type: none"> <li>• Enhancing sustainable delivery practice within the city centre</li> <li>• Streamlining deliveries and collections</li> <li>• Optimising use of space to allow for servicing and delivery needs</li> <li>• Delivering goods at appropriate times that are the least disruptive to residents and businesses</li> <li>• Supporting delivery of goods with lower polluting vehicles</li> <li>• Supporting safe and sustainable delivery of goods</li> <li>• Minimising the number of HGV movements in the city centre by ensuring the scale of vehicle is appropriate to the scale of delivery</li> </ul>
<p><b>Considerations</b></p>
<ul style="list-style-type: none"> <li>• Timing of deliveries to give pedestrians greater priority in the city centre</li> <li>• Deliveries to take into account increased city centre living</li> <li>• Businesses to shift towards cleaner and optimised vehicle solutions</li> </ul>

## **Ambition 7: Innovation is embraced where it benefits the city centre and its users**

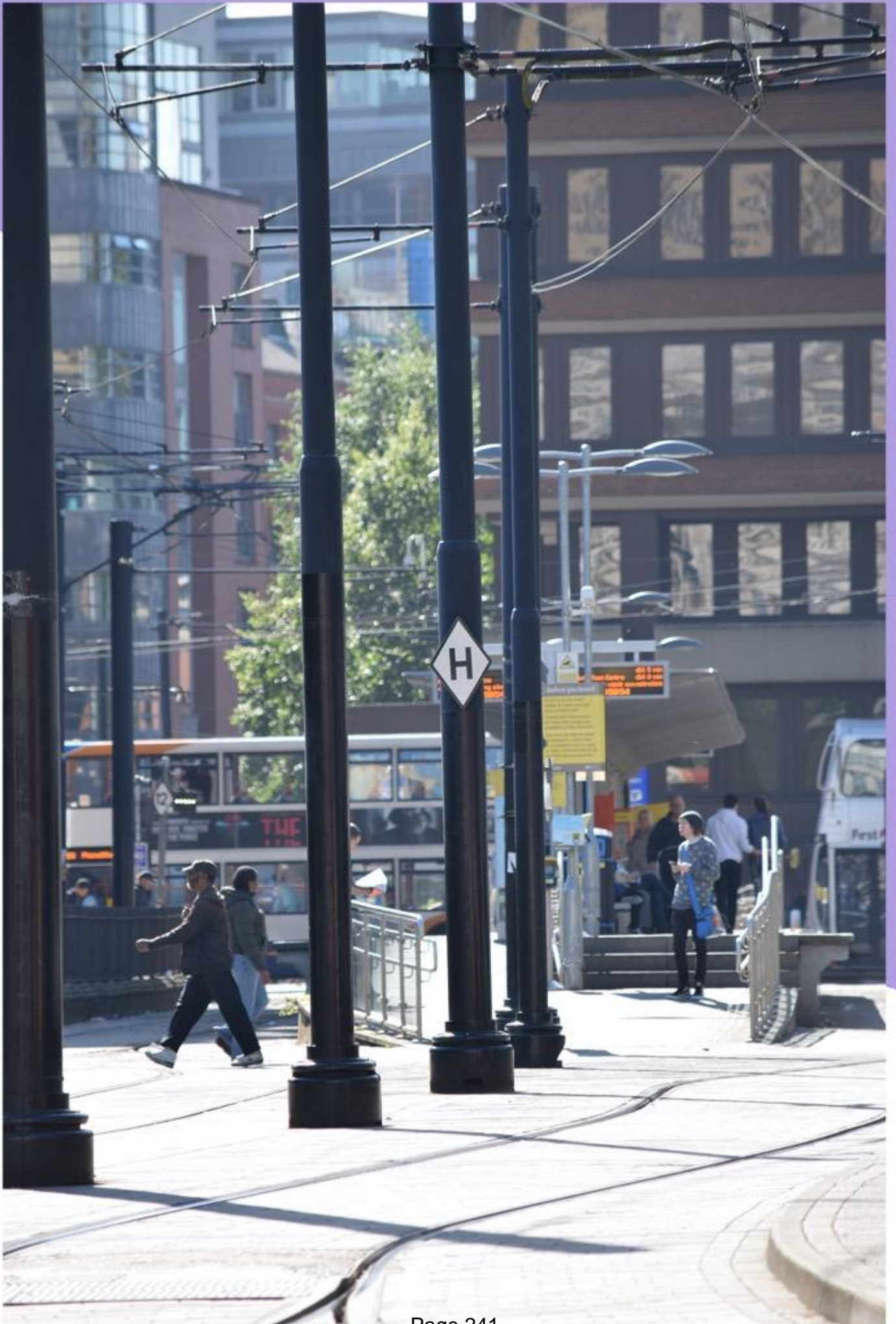
We support creating a better travel experience in our city centre by developing and using new technologies and emerging methods of travel. This includes embracing new ways of working, to optimise and improve transport services, customer information and asset management.

We want to embrace innovation in transport where it supports the wider ambitions of our City Centre Transport Strategy. This means:

- Promoting the physical and digital integration (i.e. Mobility as a Service) of existing and new low-carbon transport modes;
- Supporting a better and more accessible travel experience through digital connectivity, technology and innovation;
- Adopting the right micro-mobility options that complement active travel and public transport use and support modal shift to sustainable modes for short trips;
- Exploring new modes of transport, such as autonomous vehicles, and how these can help people travel flexibly and easily;
- Ensuring new services and technology are inclusive for all;
- Optimising and improving how we manage our assets and vehicle fleet, using new technologies such as drones and artificial intelligence where appropriate;
- Harnessing technology to reduce the need to travel;
- Delivering new transport services to improve sustainable first/last-mile connectivity to the city centre for people and goods; and
- Improving customer travel information through new forms of communication.

<b>Ambition 7: Innovation is embraced where it benefits the city centre and its users</b>
<b>Challenges</b>
<ul style="list-style-type: none"> <li>• Increasing consumer expectations for app-enabled, on-demand transport services</li> <li>• The transport system's ability to respond to rapid fluctuations in travel demand</li> <li>• Emergence of new transport technologies, such as on-demand transport services, changing the ways people choose travel</li> <li>• New technologies and business models making future travel demand difficult to predict</li> <li>• Ensuring new technology solutions are available to all and do not impact on vulnerable groups</li> </ul>
<b>Priorities</b>
<ul style="list-style-type: none"> <li>• Supporting the city centre's transition towards a future mobility zone. This includes advancing the digital and physical integration of low-carbon transport modes</li> <li>• Providing better integrated and real-time travel information to users</li> <li>• Providing new opportunities for mobility for those with disabilities and mobility impairments</li> <li>• Embracing innovation where it allows us to better manage our assets</li> <li>• Optimisation of passenger services and delivery of goods through new technologies</li> <li>• Embracing new technologies and products that support more sustainable travel choices</li> <li>• Future-proofing our city for new transport opportunities where they support our city centre aspirations e.g. micro-mobility solutions, autonomous vehicles and artificial intelligence</li> <li>• Using technology to monitor and reduce transport emissions</li> </ul>
<b>Considerations</b>
<ul style="list-style-type: none"> <li>• Identify opportunities to future-proof investment decisions by developing a clear vision of how innovative solutions can help achieve our city centre ambitions</li> </ul>





## Our proposals

The proposals we have developed aim to support our short-term recovery following the Covid-19 pandemic, and to support delivery of our vision for the city centre for an integrated, healthy, inclusive and sustainable transport network with increased connectivity and capacity. They will help to deliver growth in a sustainable way and to support our target for 90% of people using public transport and active travel to get into the city centre, in the peak period by 2040.

Our proposals also reflect our desire to make walking to become the main mode of travel for getting around the city centre and creating high quality streets and public spaces that are welcoming and easy to move around. All our planned proposals support the transformation needed to shift towards a net-zero carbon city centre and cleaner air.

### Committed interventions and programmes

Manchester City Council, Salford City Council and Transport for Greater Manchester (TfGM) have committed transport interventions for the city centre which will be delivered in the next five years and will contribute to achieving our vision. These interventions have significant funding allocated, and the case for change has already been demonstrated (although final funding arrangements and approval of the business case may still be needed in some cases). The main committed proposals are:

**Albert Square redevelopment:** As part of the town hall refurbishment project, Albert Square will be redeveloped to create one of the finest civic spaces in Europe. This includes enlarging the square by pedestrianising three of the roads that surround it, with only Princess Street remaining open to traffic and trams. The expansion will create a continental-style outdoor seating area and enhance the square's role as a major events venue. The designs complement the history and use of the square, while creating clearer and higher quality accessible routes that are free of traffic congestion and pollution, significantly transforming and enhancing this space.





**New Bailey St/Bridge St infrastructure improvements:** This project supports the redevelopment and growth of Central Salford by delivering public realm and environmental improvements alongside enhancements to public transport access and improvements to bus reliability in the north west of the city centre.



### **New and enhanced city centre active travel measures including:**

**Northern Quarter Bee Network scheme:** A walking and cycling link between Piccadilly Station and Victoria Station, via the Northern Quarter. This includes:

- Development of high-quality public space in Stevenson Square
- Transformation of Thomas Street into a pedestrian focussed street, including the removal of on-street parking to increase space for pedestrians and cyclists;
- New pedestrian and cycle crossing facilities where the route crosses the tram lines near Shudehill; and
- Creating a Bee Network route through the Northern Quarter, linking Piccadilly and Victoria stations and forming the eastern part of the 'City Centre Triangle' of key city Bee Network routes.

**Chapel Street East cycling scheme:** The Chapel Street East scheme will be at the core of a wider network of routes enhanced for walking and cycling in the city centre that are being delivered through the Bee Network. The section of Chapel Street between New Bailey Street and Blackfriars is a key link into the city centre, however the route is currently dominated by motor vehicles. The proposed plans will make it easier and safer for people travelling on foot or by bike by providing protected facilities for cyclists and improved crossing provision for pedestrians.



It will also enhance the street environment on Chapel Street by providing extended and improved footways along with new trees and planting.

**Manchester to Chorlton Beeway:** This project will create a route that includes protected facilities for cyclists, and major improvements for pedestrians between Chorlton and Manchester City Centre. The 5km route will run along Barlow Moor Road, Manchester Road, Upper Chorlton Road and Chorlton Road, linking with existing routes and continuing to the city centre. Chorlton Beeway will be one of the first major routes to be completed. This route includes several CYCLOPS (Cycle Optimised Protected Signal) junctions, providing fully protected facilities for pedestrians and cyclists on all junction movements for the first time in the UK. The first of these is already open in Hulme.



**Rochdale Canal towpath upgrade:** Upgrading of the Rochdale Canal towpath towards Newton Heath and connecting routes as an improved walking and cycling corridor. This will provide a strong network of safe routes in and around this part of the city.

**Northern and Eastern Gateway Bee Network in Ancoats and New Islington:** This route will connect the neighbourhoods of Ancoats, New Islington, New Cross, New Town, Redbank and the Green Quarter by creating a high-quality, continuous walking and cycling route for the north and east city centre fringe.

**Salford City Centre Bee Network Package:** Ordsall Chord Riverside Connection, Oldfield Road Corridor, Chapel Street/Trinity Way (including enhanced links to Irwell St) and Broughton cycleway enhancements.

**City Centre Triangle:** Building on temporary road closures introduced in response to the Covid-19 pandemic and the Northern Quarter Bee Network scheme, funding has now been secured to consider some of the remaining links in the City Centre Triangle, particularly on Deansgate Liverpool Rd, Aytoun St and Whitworth St. The aim is to provide Bee Network standard infrastructure that connects the heart of the city centre.

**Salford Central station upgrade:** To provide additional capacity by re-opening disused platforms and accommodate longer trains.

**Central Manchester Rail Network Enhancements (including Castlefield corridor, Piccadilly Station's platforms 15/16 and Oxford Road station) (subject to Government approval):** To address the critical capacity constraints on the rail network in the city centre, which will need to expand to accommodate the forecast employment growth.

**Trans-Pennine Route upgrade electrification to Stalybridge:** The first phase of measures to address medium-term capacity constraints and speed up journeys between Manchester and Leeds.

**Additional Metrolink vehicles (27 new trams) and associated infrastructure including depot and power upgrades:** To increase Metrolink capacity into and through the Regional Centre to facilitate continuing economic growth and access to services and encourage mode shift.

**Smart, integrated ticketing:** To make it easier for customers to plan, make and pay for their journeys using different modes, thereby making the overall public transport offer more attractive and encouraging modal shift.

**Retrofitting buses and electric bus fleet investment:** To improve air quality in the city centre and surrounding areas.

**Early expansion of electric vehicles network charging points and electric vehicles in car clubs:** Including for use by private hire vehicles and taxis: to improve air quality in the city centre and other areas of Greater Manchester.

**Innovation pilots and trials of new technologies:** A wide-ranging innovation programme to demonstrate how new technologies, business models and transport modes can support the improvement of the transport network in Greater Manchester. This includes policy development and trials of Mobility as a Service (MaaS) platforms and Connected and Autonomous Vehicles

(CAVs), the use of artificial intelligence to control traffic signals and reduce congestion, the creation of mobility hubs offering a range of shared use electric vehicles, and a large e-scooter trial in Salford.

**Delivery of High Speed 2 including to Manchester Piccadilly, Manchester Airport, Stockport and Wigan:** To deliver transformational change to Greater Manchester's city-to-city rail offer, resulting in wider benefits for the city-region as a result of the improved connectivity. HS2 is committed to be delivered but this will be beyond 2025.

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## Future Transport Interventions

Further transformation of our streets and public transport, to support people travelling into and around the city centre will help us to achieve our vision and ambitions. This is not necessarily about new infrastructure, it is also about using our existing assets more effectively. An ambitious but flexible combination of policies, infrastructure investments, service improvements and behavioural changes will be needed up to 2040. These interventions are set out in the map at the end of this section with the key proposals introduced below.

**Our Bus** – Buses will play a fundamental role in enabling access to the city centre, especially for those living within 10km. We want bus services to be more efficient and reliable encourage people out of their cars, and will work with bus operators towards these goals. We also want buses to be accessible, with drivers trained to ensure disabled people feel safe and supported to use the service. This will support the Our Network ambitions and proposals for bus.



We will continue to support reform of bus services in Greater Manchester to ensure that buses are a fully integrated part of our city centre transport network.

In the future we would like our buses to become zero-emission, quieter and have integrated ticketing with potentially more cross-city bus services and some bus services not running all the

way into the centre. We would also like to see longer operating hours for public transport to support the night-time economy and those travelling for work outside traditional hours. It continues to be important that passengers are able to use buses to get as close as possible to their destinations within the city centre.

Free Bus currently plays a complementary role in helping people travel around the city centre. The role and routing of Free Bus within the city centre may change over time and a refresh of the fleet will support our Clean Air ambitions.

There are also some streets and areas of the city centre that need to be less polluted and more attractive so they work better for pedestrians, people with mobility needs, such as wheelchair users, and cyclists. This approach does not mean removing all vehicles. The intention is that we give greater priority and space to people and that vehicles play a far less dominant role. We will support this through a combination a reduction in general traffic in the city centre and bus re-routing. Interventions that support bus travel are likely to include bus gates, improvements to bus stops and the development of Quality Bus Transit (QBT) corridors.

### **Enhancements to Shudehill Interchange**

The city centre Shudehill bus terminus currently has good bus passenger facilities and is well managed. We would like to increase the role of Shudehill and run a greater number of buses services there. At times however, access to the bus station is compromised by road congestion—particularly at the junction between Shudehill, Nicholas Croft, Withy Grove, Thomas Street and the bus interchange. We will seek to reconfigure the traffic signals in this area, remodel the bus egress onto Shudehill and incorporate improved pedestrian facilities.

We would like to improve the area around the Parker Street and Oldham Street bus stops in Piccadilly Gardens and consider whether reasonable alternative options can be found to reduce the space needed by buses. Poor quality public realm, antisocial behaviour, poor bus passenger facilities, significant bus-on-bus congestion and crossing safety are some of the key issues in this area. Parker Street also does not offer good interchange with rail services at Manchester Piccadilly, the main station in the city centre.

We therefore want to redevelop Piccadilly Gardens and enhance this area with better quality public realm for people to enjoy. To achieve our ambitions for the area around Piccadilly, we will consider options that reduce buses moving through Piccadilly Gardens where we can identify feasible and attractive alternative routes. This could be coupled with the introduction of a new bus facility/interchange as part of redeveloping the Manchester Piccadilly Station area for HS2.

In addition to improved facilities and operations we want to improve the journey time reliability of bus services into and out of the city centre and to identify opportunities for more cross-city bus services to provide passengers direct access to a wider range of city centre destinations. The priority city centre radial corridors that we plan to focus on include:

- A6 Manchester – Little Hulton (Streets for All & Quality Bus Transit)
- A6 Manchester–Stockport College (Streets for All & Quality Bus Transit)
- MediaCityUK–Salford Crescent (Streets for All & Quality Bus Transit)

- A57 Manchester–Hattersley (Streets for All & bus corridor upgrade)
- Manchester Northern Gateway bus corridor / M62 North-East Corridor express bus corridor
- A56 Manchester–Bury (Streets for All & bus corridor upgrade)

We will ensure that changes to bus operations in the city centre and wider area are compatible with the objective of increasing bus usage as part of our vision for 90% of all morning peak trips to the city centre to be made by public transport and active travel by 2040. We will work with bus operators, users and wider stakeholders to develop more detailed proposals.

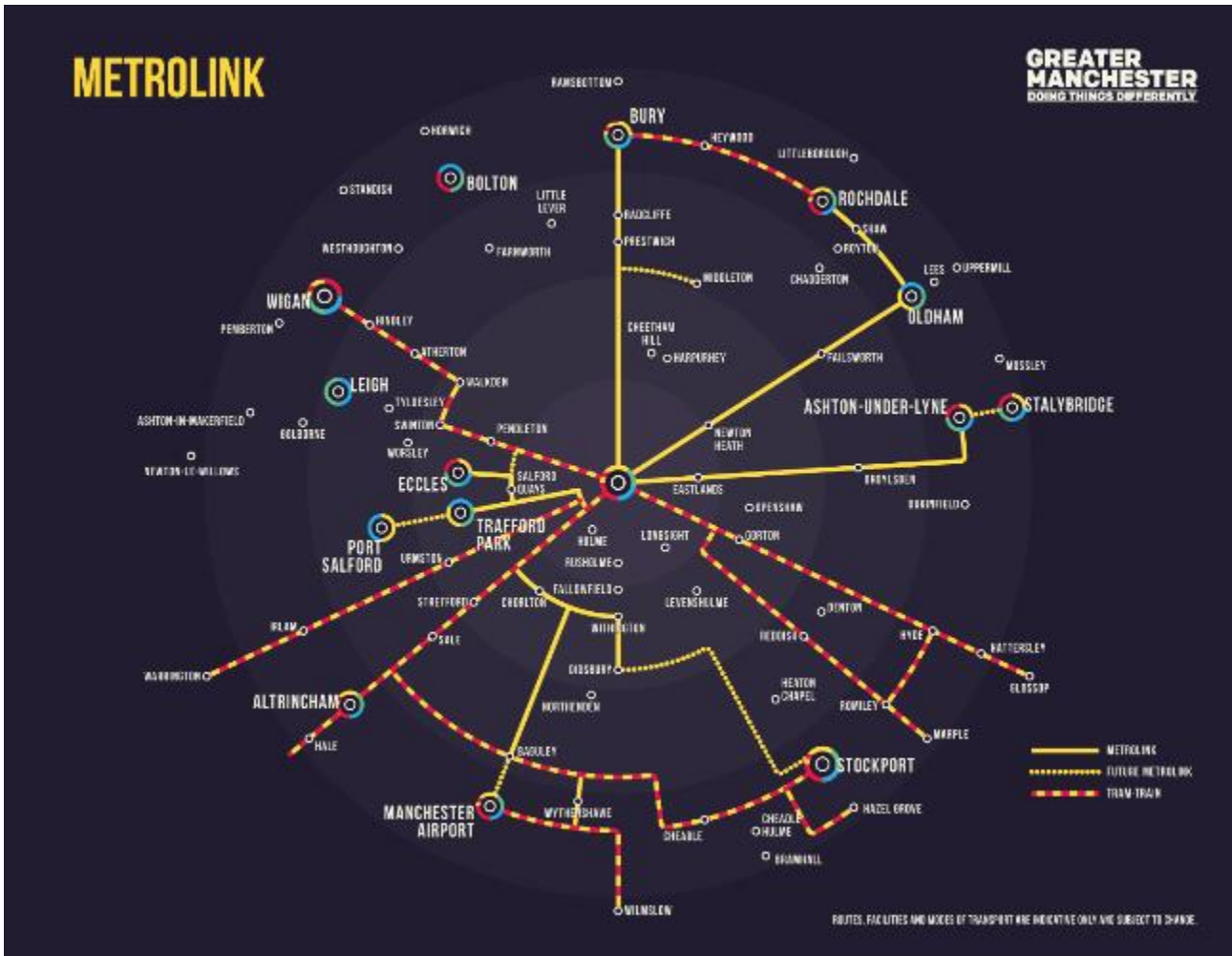
**Our Metrolink** – Looking at how we could use the existing Metrolink network more effectively, we will examine the business case for frequency improvements between Victoria and Piccadilly that enable direct services to Piccadilly from the Oldham-Rochdale line. We will also develop options for improving Metrolink capacity and reliability on critical sections such as between St. Peter’s Square and Cornbrook. We will seek better integration between Metrolink and city-centre rail stations, for example the relationship between Piccadilly and the HS2 proposals, which are covered in the ‘Our Rail’ section.

We will develop options for new connections to support planned growth, including proposals for Salford Crescent to act as a focal point for growth in the north west of the city centre. This will include options for connections between MediaCityUK and Salford Crescent, as well as between Salford Crescent, Inner Salford and the city centre using a Streets for All approach. Together with ‘Our Rail’ proposals, we will seek transformative change at Salford Crescent station to make it an integrated transport hub that is fit for the future growth.

Our aspirations include integration with some parts of the rail network to provide metro-style services, with higher frequencies and better access to the heart of the city centre. To facilitate these services, we are seeking the introduction of tram-train technology in Greater Manchester and investigating major metro capacity increases through the city centre.

Tram-train technology – enabling next generation vehicles to run on both the Metrolink network and the National Rail network – would initially be piloted in a ‘Pathfinder’ project. This would pave the way for a further expansion of our rapid transit network, making much better use of our existing extensive network of railway lines. Given the need to integrate with longer-distance rail services, we will work closely with Network Rail to progress these proposals. In the case of the Marple and Glossop lines, it is essential to safeguard a connection between these rail lines and the Metrolink network at Piccadilly as part of the high-speed rail proposals.

We will look at the feasibility of achieving further major metro capacity increases by using tunnels under the city centre. This solution would avoid taking scarce street-level space to expand the metro network and facilitate longer vehicles.



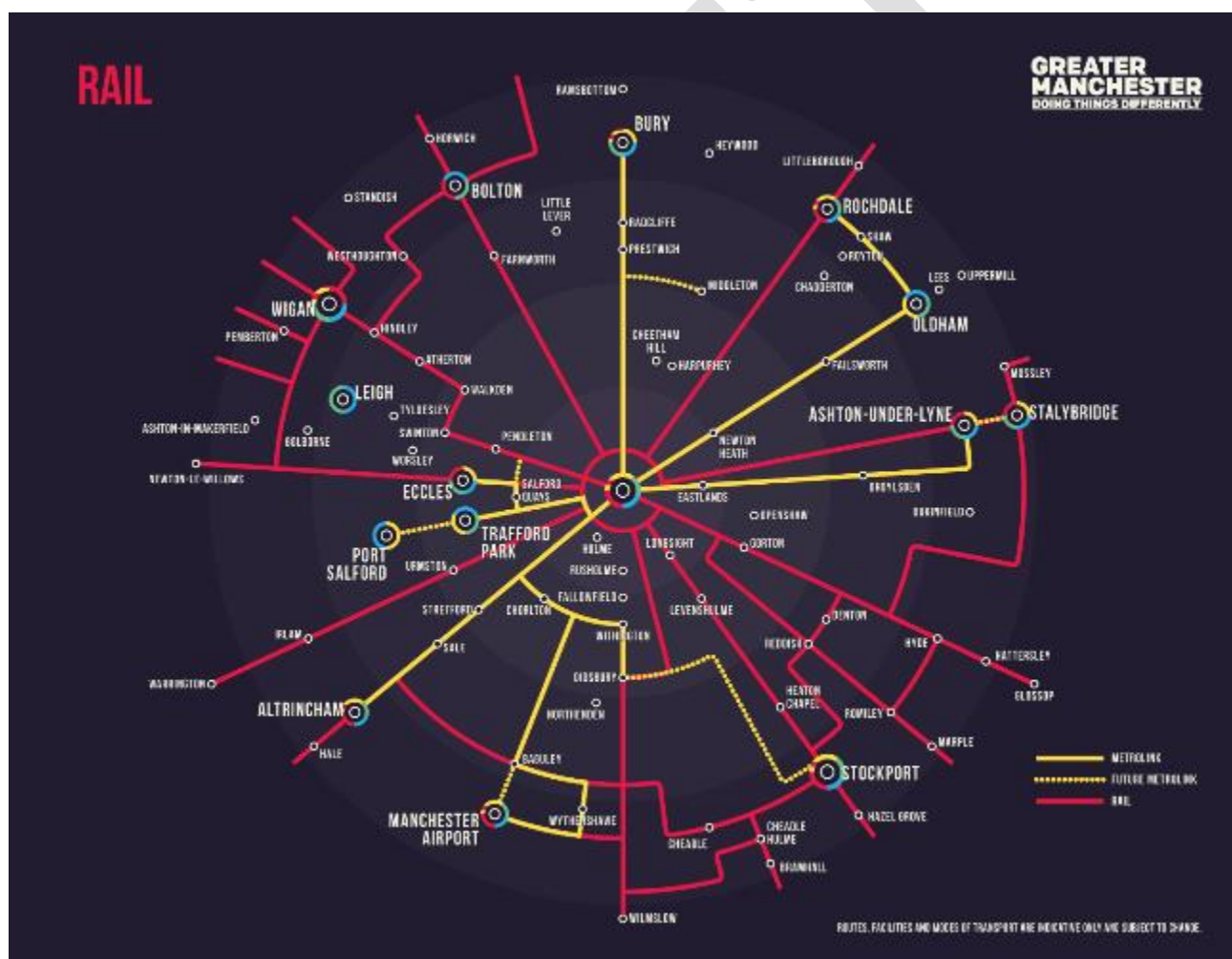
**Provision of additional metro capacity to the city centre: city centre metro tunnels**

For Greater Manchester, providing sufficient capacity for demand growth on the existing metro network and facilitating new metro connectivity will – in the long term – need to be accommodated by a major increase in capacity through the city centre. Given the limited space available on-street, we will explore the feasibility of delivering city centre metro tunnels. These would not just provide capacity for constrained sections where demand will far exceed supply, but also allow much greater connectivity by providing new routes across the city centre and allowing the conversion of shorter-distance suburban rail lines to metro/tram-train operation. Given the time to develop and construct this large-scale infrastructure, the significant investment required, and the complexity, we will look to commission further studies and feasibility work into this proposal and the wider network improvements it would enable.



**Our Rail** – Greater Manchester’s rail network will need to be developed and services made far more reliable. In the nearer-term, longer trains facilitated by selective platform lengthening will support travel growth to the city centre. We fully support longer-term commitments to deliver HS2, Northern Powerhouse Rail (NPR), and the development of the Integrated Rail Plan to transform connectivity and rail capacity across the North of England.

Building on the Our Network ambitions for Rail, Greater Manchester launched its Rail Prospectus in 2019, a masterplan to transform rail-based transport and deliver a doubling of the number of rail-based journeys in the city-region by 2040. Our Prospectus for Rail outlines the committed, planned investments and longer-term priorities for rail-based modes in Greater Manchester, including improvements to the classic rail network, new rail stations, and looking ahead to HS2. This highlighted, in particular, the need to accommodate high levels of demand, particularly for travel to the city centre, in the period up to 2040.



Through the HS2 Piccadilly Growth strategy we will aim to transform Piccadilly Station into an inspiring world-class passenger-focused station that:

- is fully integrated with connected concourses and legible access across all the modes of transport including high-speed rail, conventional rail, Metrolink, bus, coach, walking and cycling. This includes enhanced Metrolink facilities, a new Metrolink stop at Piccadilly

central and a multi-modal interchange to accommodate the growth in patronage driven by HS2;

- includes significantly enhanced cycle provision including appropriate levels of cycle parking and other facilities, eg changing and storage;
- transforms the experience of arriving into Manchester by rail, becoming an iconic landmark and creating important new public space in the heart of the city centre;
- is fit to accommodate the significant anticipated growth in passenger numbers;
- provides minimal levels of car parking as we expect there to be relatively small numbers of people arriving at the station by car; and
- connects the integrated Piccadilly station much more clearly, directly and accessibly to the city centre and surrounding developments.

Our other city centre rail stations – Manchester Victoria, Deansgate, Oxford Road, Salford Central and Salford Crescent - play a vital role in catering for people travelling by train, as well as influencing visitors' crucial first impressions of the city centre.

We will promote a common service and accessibility standard at all our rail facilities. We will ensure our gateway stations offer a range of onward travel choices whether this be via high quality walking routes, cycle hire or links to Metrolink or bus services. Our rail hubs will include retail and services for goods collection and onwards distribution. We recognise that station facilities and how they integrate with the city, need to evolve to best reflect changing travel demands as we recover from Covid-19.

We will continue to assess the role that rail is likely to play in the future shape of the city centre, and work with the rail industry to improve the rail offering where it does not currently meet the needs of the area.

The Manchester Recovery Task Force (MRTF) was set up as a result of the poor train performance caused by the introduction of the May 2018 timetable. We need major infrastructure interventions to enable the increased demand for use of rail and to address reliability issues. These include the proposed central Manchester Rail Network Enhancements, including Castlefield corridor, platforms 15/16 at Piccadilly and Oxford Road Station. Both the immediate timetable changes and longer term infrastructure investments will change the nature of city centre station use, and their roles should evolve to reflect the changed employment, residential and leisure base of the city. In Greater Manchester, we will continue to support the MRTF group with evidence of the current and future usage of rail in the city centre to maximise each station's part in supporting this strategy.

### **Delivery of High Speed 2**

Manchester is part of HS2 Ltd.'s Phase 2b (connecting Crewe to Manchester and West Midlands to Leeds) with planned stations at Manchester Piccadilly and the Airport along with services to Wigan. This will deliver transformational change to Greater Manchester's city-to-city rail offer, resulting in wider benefits for the city-region because of the improved connectivity.

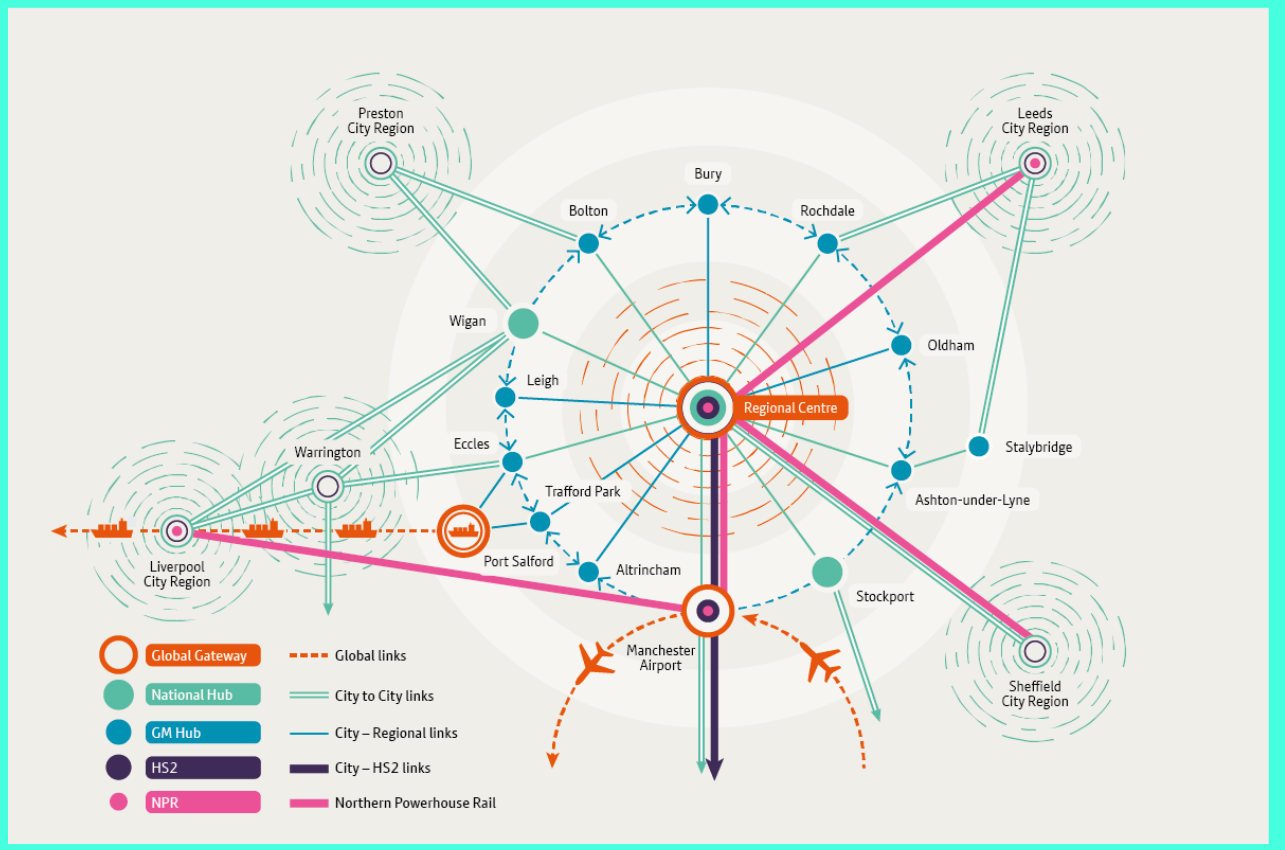
**Although HS2 Phase 2b is committed, it is estimated it will be delivered from 2035–2040**

### Delivery of Northern Powerhouse Rail (NPR)

NPR is the Northern Powerhouse Strategy ambition to transform connectivity across the North. Transport for the North will upgrade lines for increased capacity, faster and more frequent trains and improved connectivity for businesses, labour and freight.

The city centre plays an important role in the development of the Northern Powerhouse on a local, national and international scale. The growth of the wider region will depend on developing the city centre as a major transport hub.

**The Government announced an ‘Integrated Rail Plan’ for the North and Midlands to fully integrate proposals for HS2, NPR and other local rail schemes. The Plan will set out the delivery programme and timescales.**



**Our Streets** – We want **walking to be the main mode of travel** within the city centre and recognise that further investment is needed to achieve this. We are planning a step-change in the redesign of many of Manchester’s city centre streets and spaces to create a highly walkable network, and in particular to ensure that our city centre is accessible to all, including people with disabilities and limited mobility. We have already started to trial some measures to provide more space for pedestrians in response to the Covid-19 pandemic.

The city centre must be accessible to all people, including those with limited mobility. We want to expand our pedestrian priority zones across the city, enhance pedestrian routes, and make it easier to cross our streets. We will transform some of Manchester’s most iconic streets to make them great places to spend time, like the transformation of St Peter’s Square. The car-free Deansgate proposals in response to the Covid-19 pandemic are planned to become permanent and we will use this as a model to develop future city centre streets. This approach does not mean removing all vehicles, and it will be particularly important to retain access for buses, deliveries, mobility impaired drivers and in some situations people cycling and taxis, on a number of our city centre streets. The intention is that we give greater priority and space to people and that vehicles play a far less dominant and intimidating role.

Piccadilly Gardens is a busy space in the heart of the city. Our ambition is to make it an attractive place to spend time in all weathers. We want to utilise the space flexibly to allow events and attractions throughout the year while ensuring it functions as a safe and uncongested through-route. We also want to include seating and play areas and use lighting and greenery to make it welcoming and pleasant.

### **Developing Streets for All in the City Centre**

Streets for All provides an overarching framework for everything we do on Greater Manchester’s streets. This new approach aims to balance the competing movement demands of different road users, while creating streets where people enjoy spending time and are encouraged to travel by foot, on cycle or public transport. By understanding the function of different streets, we tackle three key challenges:

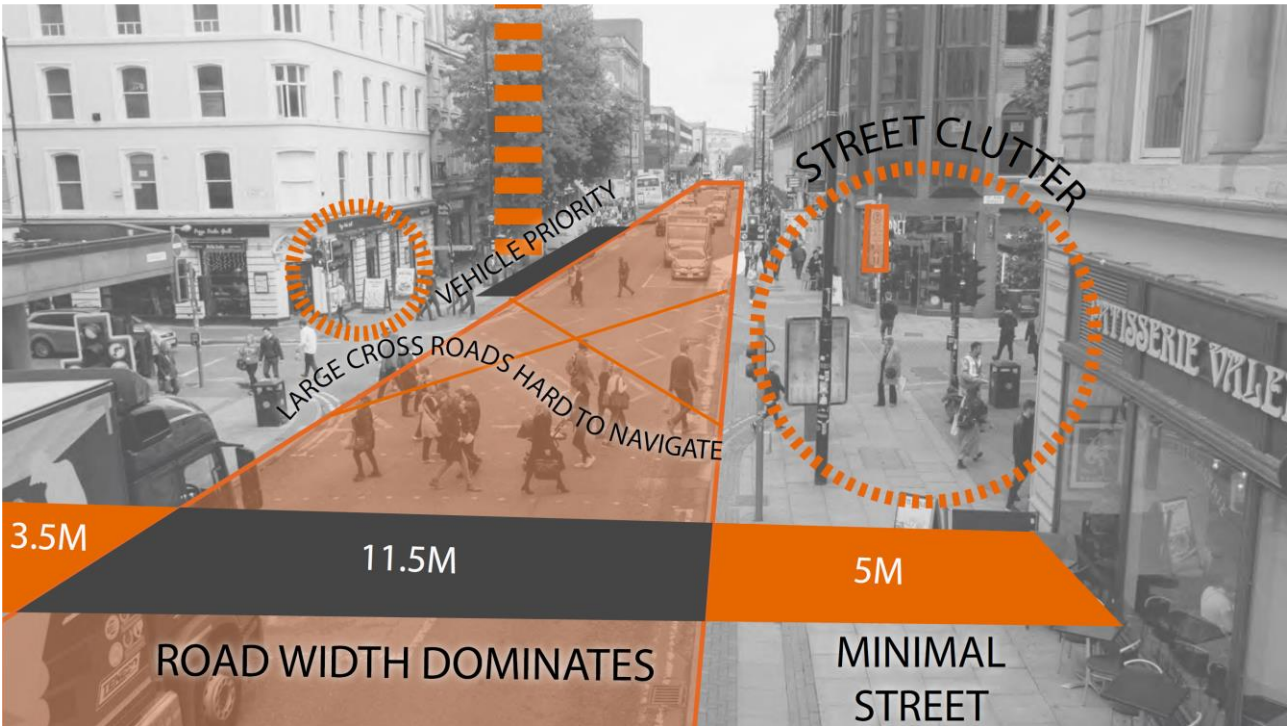
- Managing and reducing motor traffic on city centre streets;
- Prioritise space for walking on our city centre streets as the most important mode of travel, while balancing the competing demands of different road users; and
- Enhance the role of streets as place, improving their local character and individuality.

Deansgate is a priority location for delivering our Streets for All approach, as we want it to be a key destination within the city centre. This means creating the highest quality public space, while recognising the role this street plays in moving people, especially by walking and cycling.

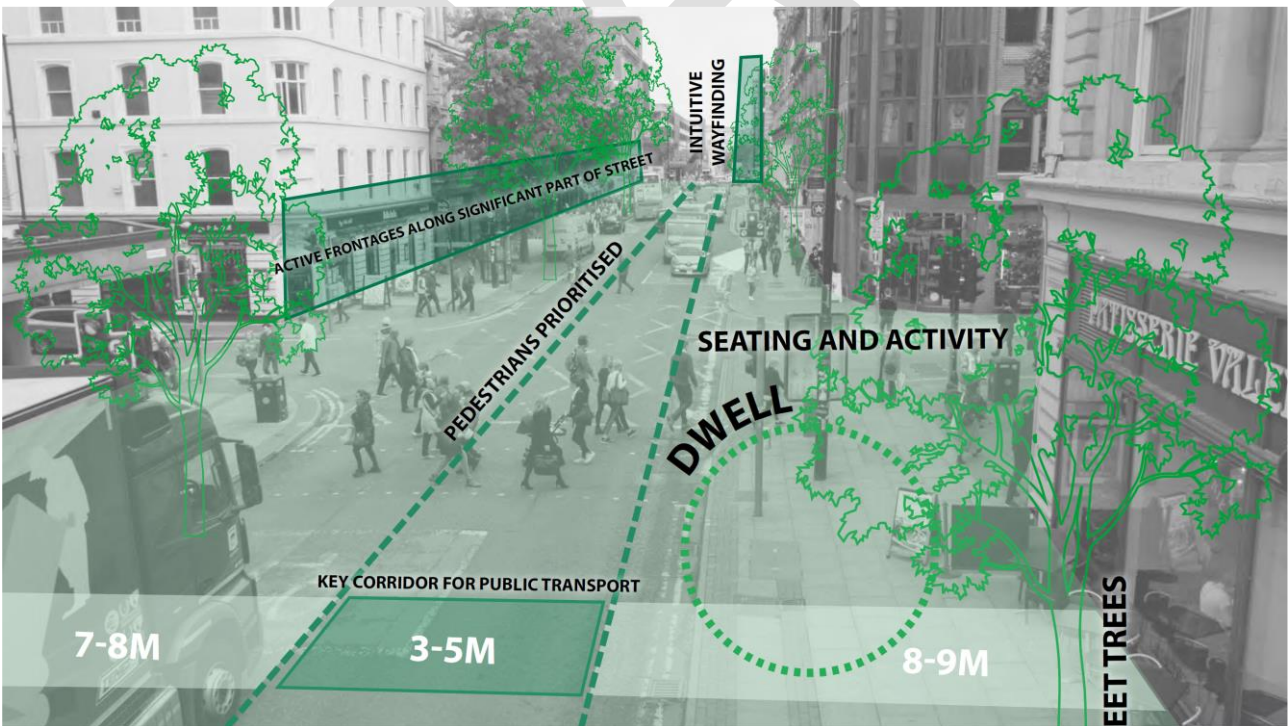
Accordingly, we want to give more space to pedestrians and also improving junctions to make it easier for people to cross the road. At the same time, we want to retain people’s ability to move along this street, particularly on foot and by cycle, encouraging general traffic to use alternative routes, such as the MSIRR.



The images below summarise the potential evolution of Deansgate.



Deansgate key issues



Deansgate key opportunities



Deansgate summer 2020

The proposals for Deansgate plan to restrict vehicle traffic between King Street West and Blackfriars Street, with the aim of improving air quality, reducing traffic accidents, improving amenities and increasing safe space for people walking and cycling.

To achieve these objectives further alterations will be made within the area, including the closure of through traffic on adjacent routes, and introducing bus gates.

We believe **Whitworth Street** could be re-designed in a similar manner while also developing it as a movement corridor for cycling. In parallel, we want to reduce the use of Whitworth Street as a through route to traffic through measures such as enhanced signage for and capacity of parallel routes, notably the Manchester-Salford Inner Relief Road (Mancunian Way). This will be an incremental approach that will keep the city moving in the short term, while also supporting our long-term ambitions.

There are ambitious proposals for **Salford Crescent** as the city centre expands. The Crescent is a unique regeneration opportunity and is a major transport gateway to the city centre and this part of Salford. The Development Framework for this area aims to provide a genuine choice of sustainable transport including improved pedestrian and cycle routes and infrastructure, bus and rail connectivity and in future years, Metrolink. The Development Framework seeks to achieve the right mix of sustainable travel choices for the area by limiting the impacts of car use through de-engineering the A6 and by prioritising and encouraging walking, cycling and public transport, mitigating impacts and identifying opportunities to improve air quality. It will also incorporate green infrastructure and sustainable drainage, including street trees to soften the impact of hard transport infrastructure to help improve air quality and contribute to biodiversity gain.





Artists impression of the A6 as part of potential future Salford Crescent

Improving the ease of access to the significant range of attractions and facilities such as university buildings, hospitals, museums and open space in the Oxford Road Corridor area forms part of the city centre plans to improve streets for people walking and cycling. This includes east-west connectivity across the Corridor and in particular connections to Piccadilly Station.

### **Expanding our pedestrian priority areas across the city centre**

The extent of safe and attractive space available for people walking is important for our city centre. Pedestrian-priority streets provide space where people can move around, shop, linger, stop and rest. Within a city centre, the public spaces and areas with high levels of pedestrian priority often provide a crucial focal point for activity and act as important landmarks. Providing a critical mass of such spaces that are well connected, safe and pleasurable to move through and spend time in is a key feature of a walkable city centre. We will make efforts to extend and connect the network of high-quality streets and spaces where people walking have priority. We are committed to achieving this while improving accessibility to people with limited mobility who may rely on vehicles to travel to, from and around, the city centre. As part of the design and consultation process for each street or area, we will consider the full range of potential impacts and ways to address them. This may include considering lighting or the option to have different restrictions in daytime and nighttime hours, to ensure spaces are fully animated throughout the day.

## Enhancing major walking routes in the city centre

We will prioritise improvements to major walking routes in our city, particularly on busy routes with higher footfall and where pavement widths and pedestrian crossings are inadequate for current or forecast demand. The maintenance and cleanliness of streets will also continue to be a priority. Improvements to the following routes and junctions are our priorities to make walking quicker and safer in the city centre, as part of the wider development of the Bee Network:

- Routes to/from Piccadilly station and Piccadilly Gardens including to/from Oxford Road;
- Routes to/from Victoria station and Shudehill;
- Deansgate;
- Whitworth Street and Whitworth Street West;
- Princess Street / John Dalton Street / Bridge St / New Bailey Street;
- Chapel Street and routes to/from Salford Central;
- Thomas Street and Stevenson Square through the Northern Quarter;
- Routes to/from the central pedestrian area and retail core; and
- Ensuring the connectivity of the city centre to the emerging Bee Network.

These routes will be reviewed to assess footway space and the quality of provision provided to people walking, including for wheelchair users and those pushing prams or a double-buggy. Where space permits, we will ensure that walking improvements are complemented with improvements to the public realm and green space, including as a priority additional planting and trees.

## Making it easier to cross our streets

We will make it easier for people to cross our streets both at formal crossings and on continuous footways. We will:

- Ensure our crossing points work well and give people enough time to cross our roads;
- Widen key crossing where possible to reduce overcrowding to ensure pedestrian safety;
- Install pedestrian crossings on desire lines for direct routes; and
- Deliver crossings that are suitable for a range of users making it easy to cross.

We will review the crossing facilities at all our junctions and where required, retrofit improvements at junctions that do not have adequate crossing facilities for people walking. Where appropriate, we will consider the potential introduction of diagonal crossings (allowing all pedestrian movements).

Some key locations for consideration of these crossings include:

- Portland Street / Princess Street junction;
- Princess Street / Whitworth Street junction;
- Whitworth Street / Sackville Street junction;
- Whitworth Street / Aytoun Street / Fairfield Street junction;
- London Road Fairfield Street junction;
- Oxford Road / Hulme Street / Charles Street junction;
- Oxford Rd / Whitworth St;
- Deansgate / Whitworth St West;
- Deansgate / John Dalton St; and
- Shudehill / Thomas St / Nicholas Croft.



### Removing infrastructure and natural barriers for accessing the city centre

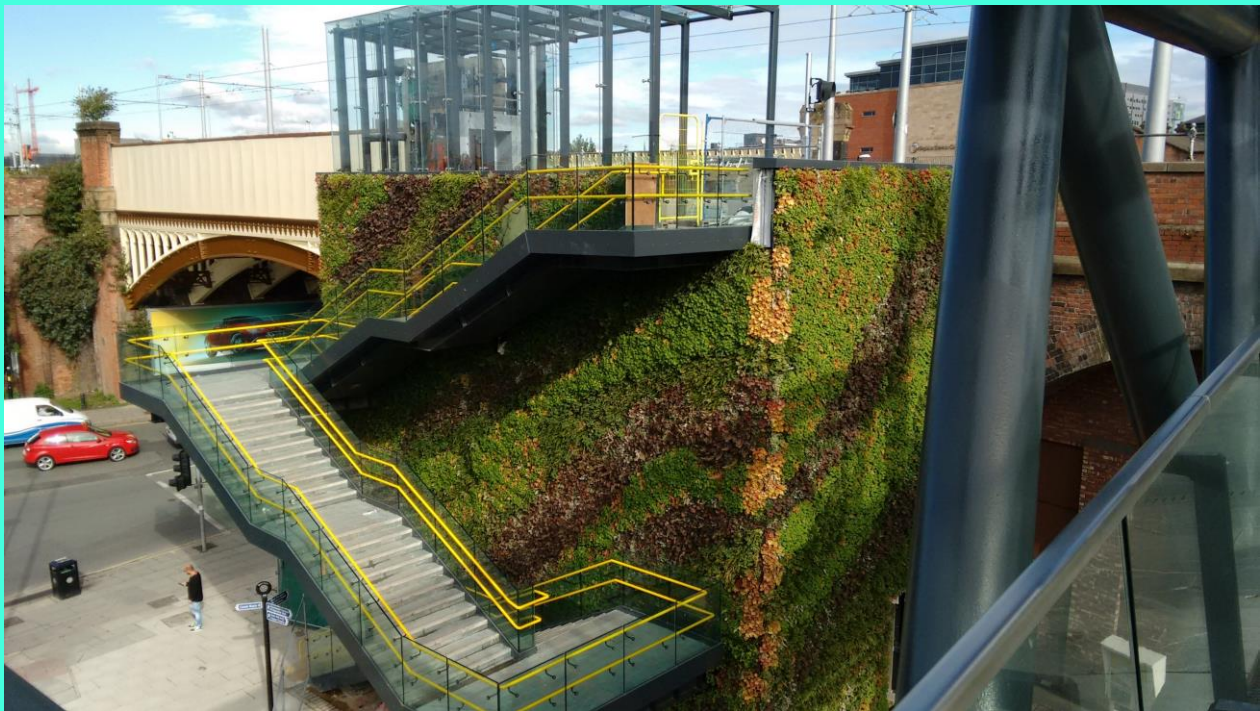
We will develop interventions to reduce severance at the Manchester Salford Inner Relief Route, railway crossing points and across the River Irwell and River Medlock. Interventions will be a mixture of improvements to crossing facilities, and imaginative interventions to make otherwise off-putting spaces memorable and better used such as those seen at Hatch under the Mancunian Way.



## Provision of more seasonal greenery and trees in our city centre

We will work together to provide and maintain more permanent and seasonal greenery and trees on our city's streets. This will include incorporating appropriate greenery and planting when making changes to streets and the public realm. We will also work with partners to enhance access and clean up our canal and river network so that it can provide additional walking routes across our city.

We will ensure we continue to work with partners, including City of Trees, to improve landscaping and greening of the city centre. We will take all opportunities to incorporate sustainable drainage schemes (SuDS) as part of any tree planting activity.



For **cycling**, we know that our streets leading to the city centre, and those within it, require improvement. Large parts of the city centre are currently both difficult to access and travel across by bike due to the city centre road network. This needs to change.

To support more people cycling we are **developing an integrated city centre cycle network**, formed around 'the triangle' cycle network, comprising three major routes: **Deansgate**, **Whitworth Street West** and the committed **Northern Quarter cycle route**. This will be supported by a series of 'spokes' on the 'city centre wheel' cycle network, which will deliver high quality radial routes for people travelling from across the city-region as part of the Bee Network.

### Development of the Bee Network in the city centre

Historically, investment in cycling has been somewhat limited. The Mayor's decision to allot **£160 million** of Greater Manchester's allocation of Transforming Cities funding to develop a Mayor's Cycling and Walking Challenge Fund and kick-start the Bee Network project means that Greater Manchester's spend on cycling and walking is now at least £15 per head per year, almost putting Manchester on a par with Amsterdam and Copenhagen.

We will continue commitments to expand and deliver the Bee Network across the city centre building on improvements delivered in recent years using Cycle City Ambition Grant funding and Local Sustainable Transport Fund programmes including the flagship cycle project on Oxford Road, and transformed cycling and walking connectivity delivered at the new Princess Road/Mancunian Way junction.

The Bee Network will provide a comprehensive network of cycling and walking routes for getting into and around the city centre, so that cyclists do not have to mix with busy motor traffic.

## The city centre wheel and triangle

To increase the number of people cycling to the city centre, we need to improve routes both into and within the city centre. This network will build on the high quality provision on the Oxford Road / Wilmslow Road corridor to the south, and the Broughton Cycleway to the north.

Improvements to routes into the city centre are based on a developing concept of the "city centre cycle wheel" whereby improvements are made to strategic links for cyclists into the city centre including segregated routes to the intermediate relief road (Queens Road and Alan Turing Way), such as:

- Liverpool Street
- Chapel Street East
- Northern / Eastern Gateway cycle route (behind Great Ancoats St)
- Princess Rd / Mancunian Way Parkway cycle enhancements
- Manchester to Chorlton cycleway (currently on site)
- Oldham Road

Future plans in development will enhance these and other key radial routes into the city centre, focusing on the north and east of the city centre.

Within the city centre, we want to ensure people can easily access key destinations by cycle and are developing a complementary system to the 'city centre cycle wheel' within the inner relief route based on a 'city centre cycle triangle'.

The city centre triangle is made up of three core routes:

1. The 'Picc-Vic' connection (Piccadilly station through to Victoria station) already under development through the Northern Quarter
2. A connection between Victoria Station and Deansgate with connections to Salford Central; and



3. A connection between Deansgate station and Piccadilly station (along Whitworth Street via Oxford Road station).

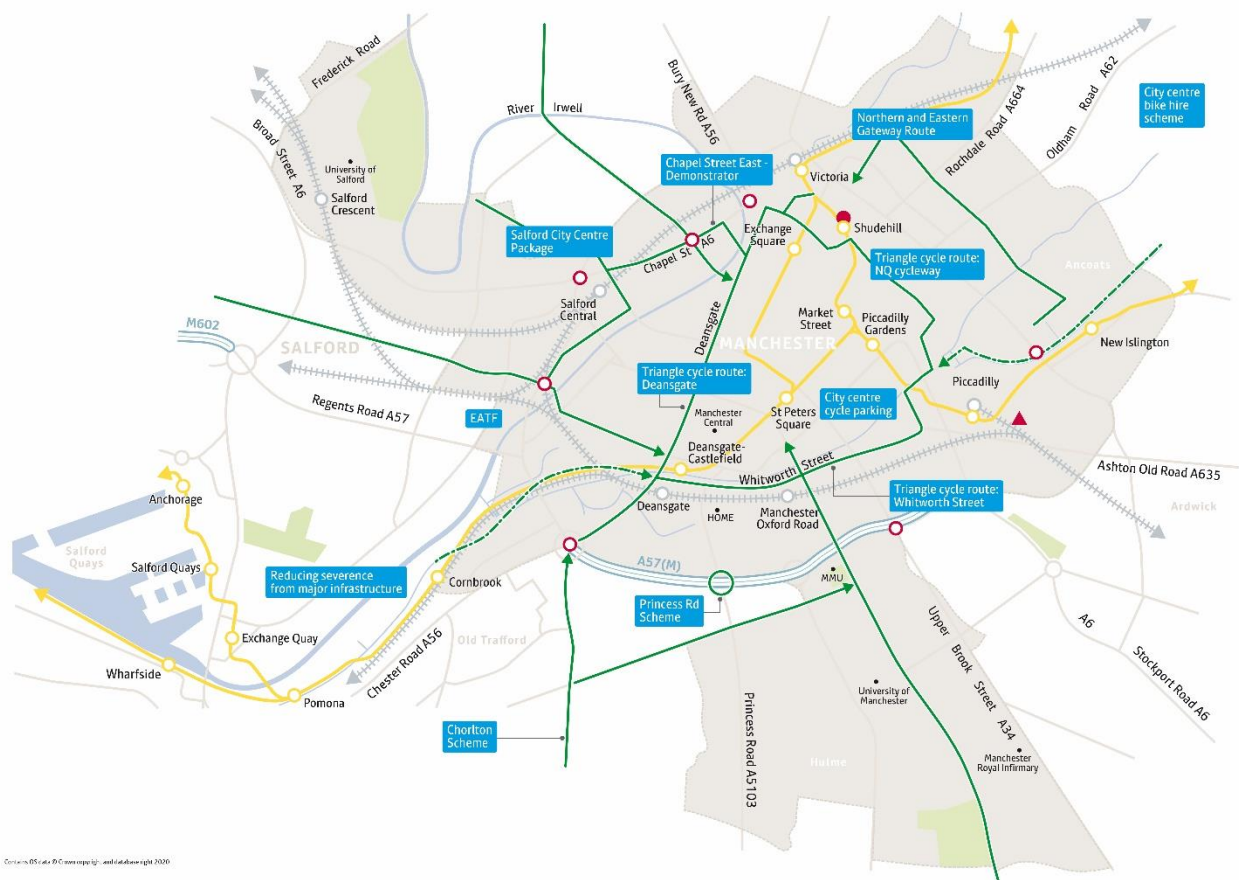


Artists impressions of potential City Centre Triangle measures at Whitworth St West/Deansgate and Whitworth Street/Aytoun Street/Fairfield Street junctions

These core routes will be designed to support cyclists of all abilities, ensure widths that are suitable for cargo, adapted and hand cycles. The city centre triangle will be supported by appropriate directional signage that provides a fully integrated Bee Network walking and cycling routes and helps cyclists to find the quickest routes to get around the city. The triangle scheme will be developed to ensure the measures support existing and future bus routing in the city centre.



Figure 14: Existing cycling provision



**Figure 15: Planned cycling provision**

Connecting the City Centre Wheel and City Centre Triangle core cycle routes, a network of quiet streets will be developed across the city centre. These will be formed of low-trafficked, low-speed streets, that create a pleasant and attractive environment for people walking and cycling, supporting journeys from the dedicated cycle network travel between destinations.

### Bike hire scheme

Alongside the Bee Network, we are committed to delivering a network of self-service hire pedal and electric assisted cycles, available to walk-up and use 24/7. In Greater Manchester 74% of households do not have access to a cycle, limiting their travel options. Greater Manchester Bike Hire seeks to address this issue and make accessing a cycle more convenient. The first phase will provide public cycles within 500 metres of 100,000 households. The scheme will be an important element of 'Our Network', with a phased roll-out of the region-wide scheme. Phase 1 will focus on the Regional Centre which will help to develop the right model for a Greater Manchester-wide approach.

### City wide cycle parking review

We will conduct a city-wide cycle parking review, as part of a wider Greater Manchester review, which will:

- Review the availability and distribution of both on and off-street public and residential cycle parking facilities to ensure adequate accessible provision, taking account of forecast demand increases, particularly at our key transport hubs;

- Assess requirements for public and residential cycle parking, including those that can accommodate cargo cycles and adapted cycles;
- Review the use of the Cycle Hubs in the city centre (e.g. Oxford Road, City Tower, Salford Central);
- Opportunities to combine improved cycle parking with new seating and public realm/greenspace provision, such as “parklets”; and
- Explore the potential for innovative parking solutions that increase the space efficiency of cycle parking such as fully automated underground cycle stores.

### Management of on-street parking facilities

We believe that car use needs to change and be carefully managed in our future city centre. To support this we will be, over time, **removing some existing car parking within the core of the city centre**. New developments will remove surface car parks and on-street parking will be reduced to make better use of street space, such as providing wider footways, more dynamic loading or servicing provision, space for bars and restaurants or parklets.

We will keep the use and management of the kerbside car parks under frequent review to:

- Identify opportunities to reallocate space from on-street car and motorcycle parking to increase the space available for people walking, support the delivery of cycle infrastructure and provide additional public space and cycle parking;
- Prioritise remaining on-street provision for short stay commercial parking, disabled parking taxi ranks, loading bays and coach bays;
- Identify opportunities to reduce obstructions caused by vehicles loading or waiting to pick up passengers, particularly on bus and cycle routes and at peak travel times;
- Assess the appropriateness of the charging periods applied for parking and the geographical extent of the city’s controlled parking zone;
- Seek opportunities to introduce more dedicated loading bays and use technology to allow real-time management of loading activity; and
- Seek opportunities to implement multi-use spaces/parklets, for example loading bay during off-peak hours, additional pavement space during the morning, lunchtime and evening peaks, and a taxi rank during the evening.

We will review the levels of parking by residents and non-residents through surveying parking patterns and occupancy rates in the fringe areas of the city centre. This information will be used to develop as required an appropriate residents parking scheme in the neighbouring areas of the city centre to ensure that residents have fair access to parking near their homes.

### Management of our city centre car parks

Parking across the city centre is currently a combination of off-street parking and on-street parking. Off-street car parks provide circa 30,000 spaces operated by a variety of companies including Euro Car Parks, APCOA, NCP, Citipark, Q-Park and SIP, among others. **In the future, as many as 12,500 spaces could be removed through redevelopment.**

We will agree with the existing car parking operators an effective parking contract to manage the city centre car parks in the future. This will support the use of off-street car parks as a preference over on-street parking to increase the space available for people walking around our city – respecting our ambition to make our streets more people-friendly. In support of this we will:

- Signpost drivers to the most appropriate off-street car park to reduce circuitous and through traffic on the Manchester and Salford Inner Relief Route;
- Ensure that our off-street car parks are easily accessible for disabled people
- Reduce the number of car parks and supply of parking spaces in the city centre especially where close to transport hubs; and
- Encourage the use of new technologies to make parking more efficient.

The change from a carbon and car-based economy to a low carbon one is likely to see a change from a car ownership model to a car sharing model with people viewing mobility rather than ownership as the key. The changes are likely to occur gradually, and the Council must manage and facilitate the transition while maintaining and improving the economic vitality of the city centre

However, the 13% year-on-year reduction in carbon emissions necessary to achieve net zero carbon by 2038 must begin immediately. Therefore, a managed but swift transition to much lower city centre parking provision is necessary, not just in order to achieve the zero carbon aims, but to deliver a less congested, more walking and cycling friendly city centre. Both of these objectives will be achieved through discouraging non-essential car trips to the city centre.

The City Council commissioned research into how to manage the transition in city centre parking from consultants Parking Matters. In summary, it recommends that *“Displaced commuter provision should be diverted to mobility hubs on the edge of/outside the city centre located close to the main commuter flows [...]”* We will take this as a guiding principle, while recognising that edge-of-centre locations are intended to be regenerated into liveable, attractive residential neighbourhoods, and the impact of this parking demand and the interface between different neighbourhood functions will need to be carefully considered from the outset.

### **Expansion of car clubs to city centre residents and workers**

The city centre is home to a successful car club and it is intended to expand its role in the future. By doing so the car club can enable people who are unable or who choose not to own a private car can still have access to a vehicle for certain journeys such as shopping or leisure. The car club also offers access to a car for businesses and employees so that they can drive for work without bringing a car into the city centre.

The Manchester Car Club was established in 2006 and by the end of 2019 had a membership of 2,127 including both individuals and corporate memberships. In 2019 there were 940 new members of which 789 were individuals and 151 came through corporate memberships. There were 12,988 bookings during 2019 spanning 92,823 hours.

At the end of 2019 the car club fleet included 35 vehicles, the majority of them are cars although there are a small number of vans as well. The vehicles are predominantly located within the city centre both in car parks and on-street with a small number located in residential areas to the south of the city.

There are plans to expand the car club, potentially to 111 vehicles by the end of 2022 and also widen their geographic spread across so that it becomes more accessible to a wider number of residents.

The Council is working with the car club operator and TfGM to enable the fleet to include electric vehicles and aims to transition the entire fleet to electric.

### **City Centre Coach Facilities Review**

We will conduct a city-centre wide review of coach facilities to ensure adequate provision, taking account of forecast demand of future visitor numbers travelling to Manchester by coach and the most appropriate arrival and departure points. This will review the role of Chorlton St Coach Station as part of the Strategic Regeneration Framework plans and wider city centre development and regeneration plans. We will assess requirements for coach facilities considering demand, routing that supports operations and explore the potential for innovative solutions that allow for dual use of coach parking bays and set down locations.

### **The future role of traffic in the city centre**

We want to reduce the volumes of traffic and the associated congestion within Manchester city centre through the removal of any traffic that is not travelling to or from the city centre. Observed traffic data volumes and analysis have shown that the Manchester Salford Inner Relief Route is often used by vehicles undertaking trips travelling from one side of Greater Manchester to the other. Where possible, we want to increase efforts to encourage cars to use the external ring road (M60) for longer distance trips around the region. For trips within the M60 travelling between east and west or north and south, we will review the role of the Intermediate Ring Road and develop options that manage traffic in this area. This review is now in early concept stage and measures will be introduced subject to further study and feasibility assessment.

We additionally want to reduce the volumes of traffic and the associated congestion within Manchester city centre through a review of the traffic using the radial routes to access the city centre. With increasing competition for road space we believe there is merit in reviewing how we allocate road space inbound to the city centre on key radials. To optimise traffic flows and make best use of available road space, it may be beneficial to prioritise particular modes on the range of radials e.g. bus priority on one radial, primary cycle corridor on the next, highway traffic on another. This would reduce the mix of traffic on these radial routes and allow for appropriate surface and infrastructure interventions to enhance the related mode. We will ensure to develop this objective in a way that doesn't disadvantage disabled people who rely on cars and taxis to get in and out of the city centre.

Where trips by cars or goods vehicles need to be made into the city centre these will increasingly need to be made only by cleaner, lower polluting vehicles, supporting our commitments to deliver clean air as part of the GM Clean Air Plan and a zero carbon future. We will develop our city centre street network to be a fully 20mph area and remove through traffic, which we will facilitate with the development of loops into and out of the city from the Manchester Salford Inner Relief Route.

In the future, we will designate different corridors into the city centre to prioritise movement by particular modes e.g. cycle, bus, freight movements – to give those modes the safe space they need and reduce the impact of private car traffic on public transport, walking and cycling. We will also ensure that the plans for the city centre do not have a detrimental impact on areas surrounding the city centre such as Ardwick, Cheetham Hill, Hulme and Ordsall.

Building on the advisory 20mph arrangement we will seek to establish the city centre as a 20mph zone and implement measures to support the adherence to this limit.



## Establishing the roles of key movement corridors into the city centre

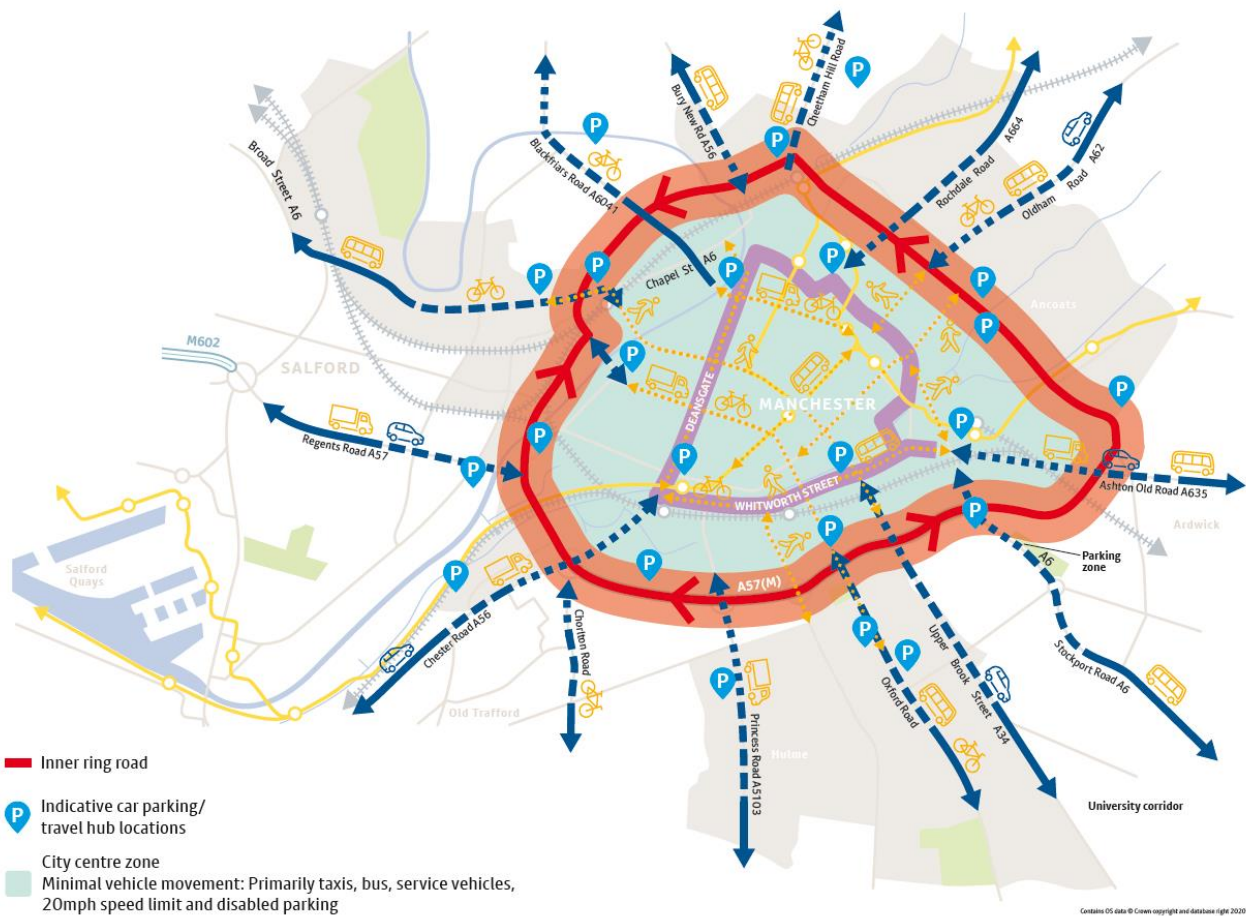
Work is currently ongoing to apply a Streets for All approach to establish the future role of key roads and corridors that serve the city centre, alongside packages of measures to realise this over the coming years. This will seek to identify how these streets need to change to enable movement of people to the city centre in a way that meets the objectives of this strategy, as well as how they need to function to support people who live or have businesses alongside them.

An initial assessment has been undertaken to highlight the different 'hot spots' and priorities on sections of these corridors. From this assessment, street improvements across seven corridors have been identified, that will enable delivery of the objectives of the 2040 Transport Strategy, emerging Streets for All strategy, the City Centre Transport Strategy, and the Our Manchester Strategy. These corridors are:

- Priority Corridor 1 (A34 New Bailey Street/Bridge Street/Princess Street/Upper Brook Street) - 11 sites initially identified
- Priority Corridor 2 (A5103 Albion Street/Medlock Street/Princess Road) - 5 sites initially identified
- Priority Corridor 3 (A5103 and A5145 Princess Road/Barlow Moor Road/Princess Parkway) - 8 sites initially identified
- Priority Corridor 4 (A56 south Chester Road/Bridgewater Viaduct) - 5 sites initially identified
- Priority Corridor 5 (A56 north Great Ducie Street/Victoria Street) - 4 sites initially identified
- Priority Corridor 6 (A62 Oldham Road) - 5 sites initially identified
- Priority Corridor 7 (B5117 Miller Street/Swan Street) - 5 sites initially identified

Aligning with the Streets for All approach, schemes delivered at these sites will seek to improve streets and corridors for all people who use them, and may include some or all of the measures listed below:

- Improved walking and cycling facilities;
- Bus priority measures;
- Enhanced pedestrian crossing facilities.
- Improved cycle connectivity;
- improvements to reduce accidents; and
- Revised highway layout to improve vehicular movements to address congestion/air quality, and support access to adjacent developments.



**Figure 16: Proposed city centre streets hierarchy**

### Creating access loops/zones in the city centre for freight, servicing and car parking.

To reduce through movements across the city centre by cars, light weight vehicles and heavy duty vehicles, we plan to formulate freight and servicing ‘access loops’ inside the Manchester Salford Inner Relief Route.

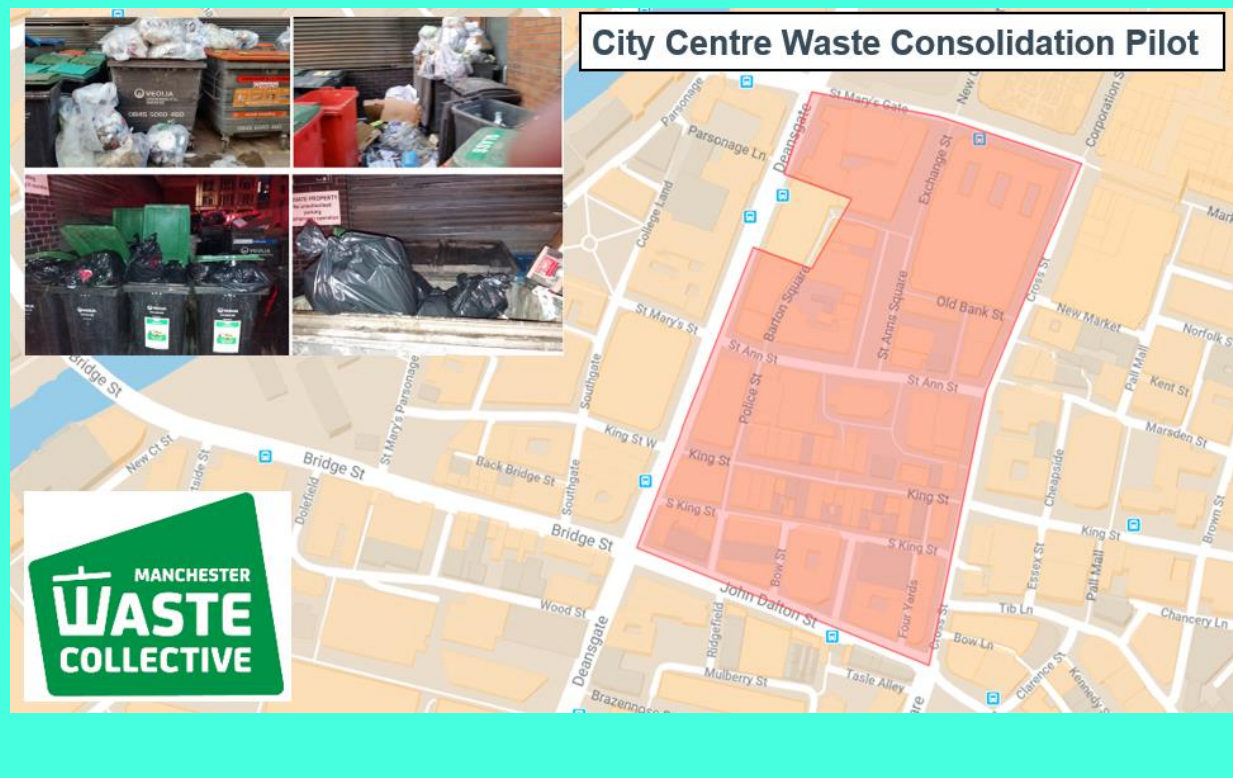
The access loops will operate on an informal basis, influenced by full road closures, and partial road closures that are only open to buses and cyclists and which restrict access for motor vehicles travelling across or through the city centre. The aim is to encourage more vehicles to use the strategic routes (i.e. the Manchester Salford Inner Relief Route) for cross city travel, freeing up routes within the city centre for pedestrians, cyclists and buses.

The plan shows some indicative suggestions based on other street works discussed in this document, however they would be subject to further detailed operational review, including suitability for emergency service access.

## Freight consolidation schemes in the city centre

Building on the introduction of consolidation schemes that have been piloted in the city centre, including a city centre waste consolidation pilot, and an NHS consolidation scheme in The Corridor, we will review opportunities to progress further freight consolidation, procurement and interception schemes. We will consider proposals to:

- Develop collection/return points at appropriate locations in the city centre;
- Roll out collection bins at residential developments;
- Introduce further waste consolidation points in city centre areas;
- Develop consolidation centres for small and medium enterprises.



## Improved communication with freight operators

We will work with freight and servicing operators to improve communications and encourage sustainable travel, enhance sustainable procurement and distribution practice and review opportunities to re-time and re-schedule freight and servicing to appropriate times of the day. We will consider proposals to:

- Work with operators on micro-consolidation options served by modes such as e-cargo cycles
- Explore how the waterways can be integrated with micro-consolidation
- Explore options for expanded use of secure e-lockers for personal shopping
- Continue with the successful freight forum, which can be used as a platform to discuss pilot studies and trials;
- Embed servicing and deliveries travel planning into operational planning;
- Undertake campaigns relating to public health and air pollution awareness;
- Promote the use of clean, safe and quiet vehicles;

- Roll out an appropriate fleet accreditation scheme for city centre operators;
- Expand driver training to take account of specific city centre access issues;
- Develop and enforcement strategic construction management plans or HGV movement plans.
- Provide variable messaging signs around our city to provide real-time information about the availability of loading bays;
- Work with freight operators to provide appropriate delivering route plans;
- Work with innovators to improve telematics on vehicles; and
- Explore opportunities to develop intelligent freight systems that respond to available capacity on the highway network

### **Provision of appropriate loading facilities**

We will review opportunities to ensure that freight and servicing is efficiently managed. We will provide appropriate loading areas which reduce pavement parking where possible and consider dual use of parking bays as loading bays. We will complement this with the development of bookable systems for on-street loading facilities. In parallel we will look to provide more off-street loading/servicing facilities as part of new city centre developments.

### **City wide review of taxi set down locations**

We have agreed to collectively develop and adopt a common set of minimum standards for taxi and PHV licensing. This work is currently ongoing. In addition to address the issue of vehicles operating from outside Greater Manchester, TfGM are engaging with the UK Department for Transport to consider regulatory reform that reinstates the principles of effective local licensing.

We will conduct a city-wide review of taxi set down locations and waiting arrangements to support our Streets for All aspirations. This will consider the availability and distribution of taxi set down locations to ensure adequate provision which takes account of forecast demand. We will assess requirements for taxi ranks, review waiting arrangements and suitability of these and explore the potential for innovative solutions that allow for dual use of taxi bays.

**Our Integrated Network** – Where trips by cars or goods vehicles need to be made into the city centre, we will push for them to be cleaner, lower polluting vehicles, supporting our commitments to deliver clean air (as part of the GM Clean Air Plan) and a zero carbon future. Work will be undertaken to see whether it is feasible and practical to implement an Ultra Low Emission Zone (ULEZ) in the city centre at a future point.

### **Commitment to Clean Air for the city centre: support to the GM Clean Air Plan**

A single Greater Manchester Air Quality Management Area (AQMA) was declared in May 2016 (replacing the previous ten District AQMAs), covering the areas where the legal level of NO<sub>2</sub> are exceeded (or are at risk of being exceeded) and where there is risk of exposure to the general population. These are mainly areas close to the motorway network and the major roads converging on the Regional Centre and town centres, as shown on the map below.

Government has instructed many local authorities across the UK, including those that make up Greater Manchester, to take quick action to reduce harmful NO<sub>2</sub> levels. The Greater Manchester local authorities, alongside GMCA and TfGM, have developed a Clean Air Plan that aims to meet

nationally specified standards in the shortest time possible. The Clean Air Plan builds on the commitments in our existing Low Emission Strategy and Air Quality Action Plan (2016-21)

Greater Manchester's Outline Business Case (OBC) for its Clean Air Plan was submitted to Government in 2019 and proposed the introduction of a Greater Manchester wide Clean Air Zone, a designated area within which the most polluting vehicles with a certain classification would pay a daily charge to drive. The aim is to improve air quality by encouraging drivers to upgrade to cleaner vehicles and reducing the number of the most polluting vehicles travelling in the designated area. Greater Manchester's Clean Air Plan also proposes: a funding package to support local businesses to upgrade to cleaner vehicles; trebling the number of electric vehicle public charging points and other measures to support people, businesses, and organisations including schools across Greater Manchester to play their part in reducing air pollution from transport.

At present, a Greater Manchester Clean Air Plan Full Business Case (FBC) is being developed for approval by the 10 Greater Manchester local authorities and was subject to public consultation in Autumn 2020. At the time of writing, the assessment of public consultation responses and impacts of Covid-19 on Clean Air Zone proposals and funding support packages was taking place. Decision makers will consider the Final Greater Manchester Clean Air Plan as soon as possible and by summer 2021 at latest. If approved by Government, these proposals will be rolled out across Greater Manchester over the coming years.

Further details of the Clean Air Plan proposals can be found at [cleanairgm.com/clean-air-plans/](https://cleanairgm.com/clean-air-plans/)

### **Expanding our electric vehicle charging infrastructure network**

We will commit to investing in and expanding our Electric Vehicle Charging Infrastructure (EVCI) network for EV's operating within the city centre through the provision of suitably located charging points, including for use by private hire vehicles, taxis and car club vehicles. However, our strategic aim is to reduce the volume of vehicular traffic in the city centre, in order to make the city centre less congested and more oriented around people and place. Expansion of the EVCI network will be carried out in this context, with careful selection of charging points including possible prioritisation of non-private vehicles.

The Greater Manchester approach will be to have the right charging infrastructure in the right locations to meet demand and help meet our clean air and net zero-carbon targets. This will require a mix of fast and rapid chargers across the EVCI network in locations that accord with the relevant dwell times of vehicles. The provision of rapid chargers will be focused primarily on commercial uses (EV taxis, LGVs and EV car users that travel longer distances), in locations that match with their shorter dwell times. This infrastructure requires suitable locations that fit with dwell times of no more than 1 hour and / or locations that are suitable to specific business operation. The provision of fast chargers will be focussed in locations that encourage intermodal journeys such as park-and-ride sites or transport hubs and destinations with longer dwell times such as public car parks. There will also be the need to develop some community hub EVCI in residential areas with large amounts of on-street parking. This approach enables deployment of EVCI with the lowest impact on the electricity grid.

Detailed proposals for the city centre will relate to the further development of the emerging Greater Manchester EV Charging Infrastructure Strategy.



## Roadmap for delivering a low emission public transport fleet

We will assess and develop a roadmap to deliver a zero-emission bus fleet by 2040. In the next five years we will develop options for retrofitting or upgrading local authority vehicle fleet.

## Establishing a low emission goods and servicing fleet

We will review opportunities to enhance use of green cargo in our city centre to support our ambition for a greener and cleaner city centre and to reduce emissions and improve air quality. We will consider proposals to:

- Introduce further cycle logistics networks and hubs in the city;
- Develop electric charging points for LGVs; and
- Assist with the development of cargo cycle loan or hire schemes and associated cycle parking.

Future mobility is a fast-evolving area as new technologies, systems and solutions enter the market, continuously offering new transport solutions. We will remain flexible and agile to support **technologies which align with our vision and will continue to undertake trials** to understand their impact. Such trials will potentially include the review of e-scooters, electric cargo cycles, mobility hubs and park-and-ride travel hubs, dynamic kerbside management for parking and goods deliveries across the city centre. Our efforts will focus on delivering cleaner air in the city centre and supporting our aspirations to deliver a zero-carbon city centre environment.

## Appropriate maintenance and renewal of our assets

TfGM will work with Manchester and Salford Councils to ensure appropriate maintenance of the highway network including the Key Route Network within the city centre. We will ensure that street work and road works are well organised and that people and operators have a good level of knowledge of works relating to any planned street works and road works in their area.

Our strategic approach will ensure we make best use of capital investment and operating budgets to appropriately extend asset life and sustain long-term performance. More precisely, this includes the development of lifecycle plans and renewal strategies through scheduled asset condition surveys to ensure that the right treatment and renewals take place at the right time. Furthermore, we will utilise the Electronic Traffic Equipment Asset Management Strategy for the long-term maintenance of electronic traffic equipment in the city centre.

## Development of mobility hubs

One example of a potential scheme is the Ancoats Mobility Hub. This facility is:

- Proposed to meet the parking requirements of residential and commercial development in the next phase of redevelopment in Ancoats, removing parking from individual schemes and promoting a modal shift away from car ownership by providing infrastructure that offers sustainable alternatives.
- Designed to provide access to sustainable modes including cycling and walking, public transport and car clubs;
- Planned to be integrated with enhanced cycling and walking routes, including the canal towpaths and the route towards New Islington Metrolink stop;

- Planned to include secure cycle storage and cycle hub facilities to encourage cycling as a primary mode of transport;
- Supporting the promotion of EVs where private car use is required, with EV charging infrastructure provided;
- Utilising the latest digital technology to help customers plan how they use transport through interactive systems to book car clubs, EV charging and cycle facilities;
- A hub for a local car club which encourages flexible car sharing/rental over car ownership, offering a range of vehicles to suit as many users as possible. Visible to users via digital means such as an app; and
- A hub for parcel deliveries including smart parcel lockers, with last mile deliveries to be arranged via electric vehicles or cargo cycles.

Some of these features, when applied to park-and-ride sites outside the city centre, will help to evolve these sites into more rounded 'travel hubs'.

### **Preparing for the introduction of connected and autonomous vehicles**

We will explore future opportunities for introducing connected and autonomous vehicles for travelling into the city centre. Hypothetical use cases for deployment of CAVs include:

- CAV corridors on radial routes into the city centre and sections of the Manchester Salford Inner Relief Route;
- Automated public transit CAVs to provide high frequency connections to/from rapid transit;
- First and last mile freight, utilising CAVs for the first and last mile delivery of freight in the city; and
- On demand CAV services.

### **Continued pilots of new technologies and support for innovation**

We have successfully managed and rolled out a number of innovation pilots and trials in our city, such as the ground-breaking City Verve and IMOVE projects, where we have been able to learn more about people's responses to new technologies and innovations across the city centre.

We recognise the significant potential for new technologies to improve our city centre environment and will enter into discussion with innovators. Future transport innovations will be considered appropriate for trial and use in the city context if they adhere to the following requirements (when applicable):

- Helping people flexibly plan and make journeys by providing real-time, integrated transport data and information;
- Supporting a more integrated travel network by developing new, sustainable modes of travel and ways to access these modes;
- Supporting more integrated fares and ticketing products through systems like Mobility as a Service;
- Improving the experience of using the city's streets, spaces and public realm;
- Supporting our active travel agenda and encouraging people to make trips either by walking, cycling or sustainable modes;
- Contributing to efforts to reduce motor vehicle ownership and trips, helping to make streets cleaner by reducing transport related emissions; increasing the inclusivity and equitability of the transport system.

- Improving the efficiency of kerbside use and not increasing parking or loading space requirements; and
- Helping spread travel demand for both people and goods more evenly across the day.

Other initiatives planned as part of our future mobility and transport innovation work include:

- Use of e-ink passenger information displays at bus stops, currently being trialled on Oxford road, to provide real-time information to passengers
- Creating mobility hubs that provide a range of sustainable travel modes, such as electric vehicles, at locations that enable greater intermodal connectivity.
- Using computer vision cameras, artificial intelligence and 5G communications on Smart Junctions to optimise traffic flow, reduce journey times and ease congestion, while giving greater consideration to more sustainable modes like walking and cycling, micromobility and public transport
- Deploying smart city technology that will build on increasing digital connectivity provided by the Local Full Fibre Network and 5G coverage
- Trialling new technologies that depend on this connectivity, such as high-speed public Wi-Fi, asset monitoring, and paving the way for connected and autonomous vehicles
- Using machine learning and real-time imaging to monitor the transport network in real-time, providing greater insights to improve network management and efficiency, as well as responding proactively to people's needs while travelling.
- Using app based technology to make travel easier for those with visual impairments.
- Trials of e-scooters and supporting central government policy development for their future legalisation, giving consideration to how they could be used in Greater Manchester to increase first and last mile connectivity and encourage the use of more sustainable modes for short trips.
- Continuing to 'open up' data – projects such as GMDataHive will make data such as real time traffic flows, average speeds etc. available to developers for apps etc.





## Delivery and funding

Our future transport interventions set out in this document need to focus on tackling climate change and reducing carbon, creating cleaner air, tackling social exclusion, supporting the health and economic recovery from the Covid-19 pandemic and helping to deliver the planned growth in the city centre. We are planning to focus on investing in walking, cycling and public transport networks; better integrating our existing transport system; and developing major sustainable transport schemes for delivery in the medium and long term. The proposals identified within this strategy are at different stages of development, they include:

- Committed interventions – these are interventions that have significant funding allocated, and the case for change has already been demonstrated, although final funding arrangements and approval of the business case may still be needed;
- Proposals for which we aim to complete a business case in the next five years – these interventions are those with potential to be delivered by 2025 subject to prioritisation, funding and approval of a business case which demonstrates value for money; and
- Proposals at option development stage – these are interventions which need further investigation or development in order to identify future options and determine impact and feasibility. This work may identify interventions that could be delivered by 2025, and we will aim to achieve that wherever possible, but most will more likely be delivered over longer-term timescales beyond 2025. They are included in this document as we believe they form key interventions to support the future growth of the city centre.

Committed schemes, unfunded priorities (for the next five years) and longer-term development priorities are summarised on Map 1 and in the tables below.

**In the next five years, we are committed to delivering...**

<b>Interventions</b>	<b>Theme</b>
Retrofitting buses and electric bus fleet investment	Our Bus
Additional Metrolink vehicles (27 new trams)	Our Metrolink
Metrolink reliability, capacity and service improvements	Our Metrolink
Intelligently investing in timely renewals across all Metrolink assets	Our Metrolink
Central Manchester Rail Network Enhancements (including Castlefield corridor, platforms 15/16 and Oxford Rd Station)	Our Rail
Salford Central station upgrade	Our Rail
Trans-Pennine Route upgrade electrification to Stalybridge	Our Rail
Delivery of HS2	Our Rail
Albert Square redevelopment	Our Streets
City Centre North West: New Bailey	Our Streets
Northern Quarter Cycle Way scheme	Our Streets
Chapel Street East cycling scheme	Our Streets
Manchester to Chorlton cycle route	Our Streets
Rochdale Canal towpath upgrade	Our Streets
Northern and Eastern Gateway Bee Network in Ancoats and New Islington	Our Streets
Salford City Centre Package	Our Streets
City Centre Triangle (Active Travel Fund)	Our Streets
Priority Corridor 1 (A34 New Bailey Street/Bridge Street/Princess Street/Upper Brook Street)	Our Streets
A57 Regent Rd KRN Carriageway resurfacing	Our Streets
Salford University scooter pilot	Our Integrated Network
EV charging points (early expansion)	Our Integrated Network
Smart, integrated ticketing	Our Integrated Network
Innovation pilots and trials of new technologies	Our Integrated Network

### In the next five years, we aim to complete business cases for early delivery of...

Interventions	Mode Theme
Bus Reform Assessment and Implementation (if approved) in Greater Manchester	Our Bus
Bus routing, services and interchange improvements	Our Bus
Streets for All & QBT (A6 Manchester – Little Hulton)	Our Bus
Streets for All & QBT (A6 Manchester–Stockport College)	Our Bus
S4A & QBT (MediaCityUK–Salford Crescent)	Our Bus
Manchester Northern Gateway bus corridor / M62 North-East Corridor express bus corridor	Our Bus
Streets for All & bus corridor upgrade (A56 Manchester–Bury)	Our Bus
S4A & bus corridor upgrade (A57 Manchester–Hattersley)	Our Bus
Improve Piccadilly-Victoria Metrolink frequency	Our Metrolink
Station Accessibility Improvements	Our Rail
Delivering the Manchester Piccadilly HS2 Growth Strategy (early interventions and powers)	Our Rail
Piccadilly Gardens improvements	Our Streets
Improved wayfinding, pedestrian links and public realm in the city centre	Our Streets
Implementation of the City Centre Car Parking Strategy	Our Streets
Oxford Rd corridor area public realm and wayfinding improvements	Our Streets
Establishing a 20mph zone in the city centre	Our Streets
Enhanced major walk routes in the city centre	Our Streets
Expanding our pedestrian priority areas across the city centre	Our Streets
Pedestrian crossing improvements	Our Streets
Streets for All: Deansgate - Phase 1	Our Streets
Streets for All: Deansgate - Phase 2	Our Streets
Streets for All: Whitworth St	Our Streets
Development of the city centre cycle wheel	Our Streets
Bike hire scheme: Phase 1	Our Streets
Future City Centre Streets for All Corridor Measures	Our Streets
Implementation of GM Freight & Logistics Strategy	Our Integrated Network
Clean Air Plan Measures	Our Integrated Network
Park-and-Ride / Travel hubs outside the city centre	Our Integrated Network
Expanding our electric vehicle charging network	Our Integrated Network
Expansion of car clubs to city centre residents	Our Integrated Network
Ancoats Mobility Hub	Our Integrated Network



## In the next five years, we will develop options for...

Interventions	Theme
Improving Metrolink capacity and reliability	Our Metrolink
Connection between MediaCityUK – Salford Crescent	Our Metrolink*
Connection between Salford Crescent – Inner Salford – City Centre	Our Metrolink*
Metro/tram-train, potentially including a tunnel under the city centre	Our Metrolink
Delivering the Manchester Piccadilly HS2 Growth Strategy	Our Rail
Delivery of the NPR vision and rail conditional outputs	Our Rail
Streets for all: wider city centre roll out	Our Streets
Salford Crescent Masterplan Access Package	Our Streets

\*other modes will also be considered

## Summary of Key Priorities and Actions

We are planning to focus our transport investment on walking, cycling and public transport networks; combined with more welcoming, people-friendly streets and public spaces; better integrating our existing transport system; and developing major sustainable transport schemes. We believe this approach will enable us to tackle climate change and reduce carbon, creating cleaner air, tackle social exclusion, support the health and economic recovery from the Covid-19 pandemic and deliver the planned growth in the city centre

Further details on the interventions and programmes to deliver what is set out in this Strategy will be set out in a series of reviews and action plans. Our priorities for action in the next five years include:

- Implementing bus routing and terminus provision improvements including measures to support service changes, such as more cross city services, proposals in the Piccadilly Gardens area, better use of Shudehill and a potential new interchange at Piccadilly Station;
- Developing and delivering Streets for All in the city centre through expanding pedestrian priority zones, improved walking routes and crossing points while maintaining good access for buses, bikes, servicing and delivery vehicles and disabled access. Key proposals include Piccadilly Gardens, Deansgate, Whitworth Street and Princess Street.
- Developing and delivering active travel investment that builds on the existing MCF programme and delivers the bike hire scheme, supporting people to travel into and within the city centre - removing barriers to walking and cycling.
- Corridor improvements that support more people travelling into the city centre by bus and active travel and support the safe and efficient movement of delivery and servicing vehicles, such as on A6 / Chapel St. Recognising that different corridors have different movement roles and requirements alongside the need to provide continuous networks as people travel from one place to another.
- Delivering Clean Air Plan interventions including Electric buses and vehicle charging infrastructure alongside investigating a ULEZ for the city centre.
- Investigating potential tram-train services, a rapid transit connection to Salford Crescent and a tunnel under the city centre as part of a potential metro network for delivery in the longer term
- Reliable and higher capacity rail services in advance of infrastructure improvements to the current central Manchester network and HS2 and NPR, working with rail industry partners.

- Piccadilly station area planning for an integrated hub station with HS2/NPR that recognises the highly accessible location and the need for connectivity to the wider city centre area, integrating with transport networks that supports the vision, aims and ambitions of this strategy.
- Developing Future Transport and Shared Mobility priorities through identifying opportunities to support transport technologies that will help deliver this Strategy and in particular, reduce car dependency and deliver environmental benefits.
- Ensuring new developments support sustainable travel and are integrated with the rest of the city centre.
- Continuing to engage and consult with residents, workers, businesses, transport operators, partner organisations and stakeholder groups as we deliver this Strategy. Any projects that will lead to significant and permanent changes to the form or function of the streets in the city centre and wider area will undergo full but proportionate assessment. Impact assessments, including Environmental Impact Assessments and Equality Impact Assessments, will be conducted for all relevant projects and proposals. These will test options and ensure benefits are maximised and any potential negative impacts are clearly identified and mitigated.
- The Delivery Plan elements of the Strategy will be reviewed on an annual basis as part of the wider Greater Manchester Transport Strategy 2040 Delivery Plan review.

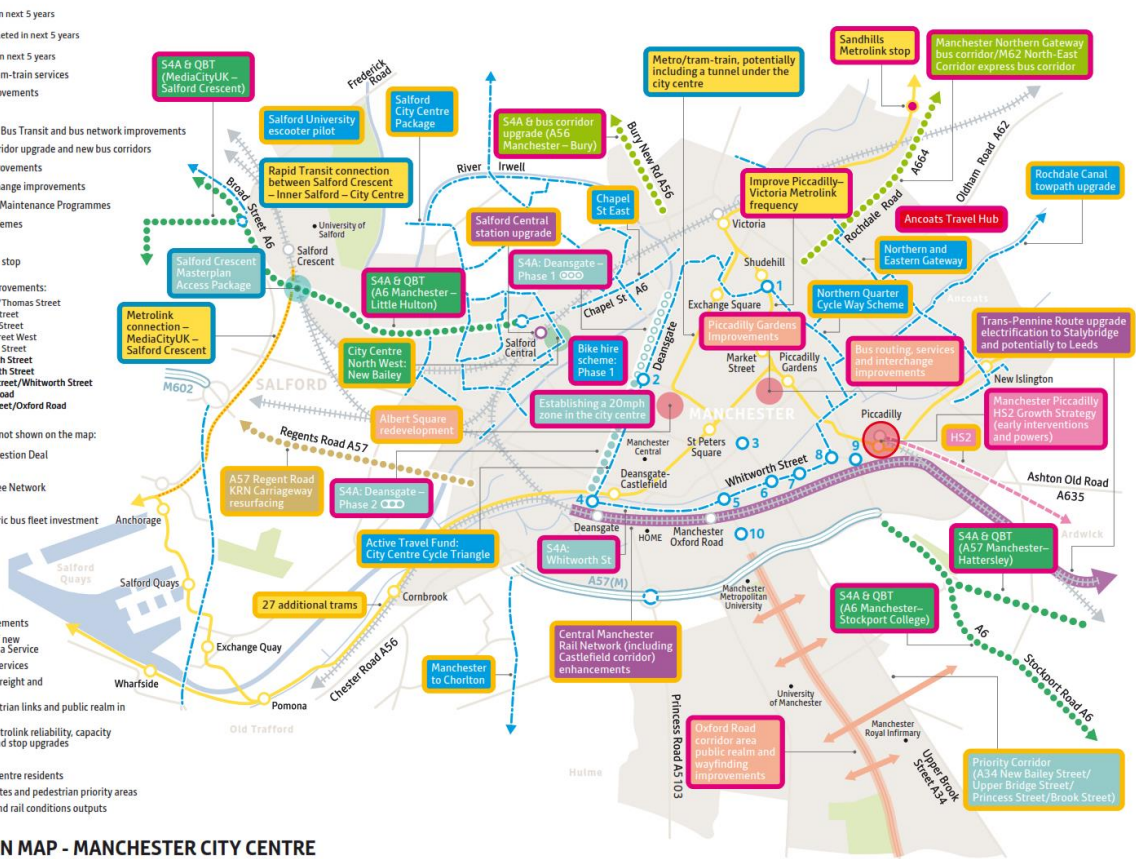
# City Centre Delivery Map

(NOTE – page to be replaced by PDF A3 Map)

- Committed to delivering in next 5 years
- Business case to be completed in next 5 years
- Options to be developed in next 5 years
- Metrolink and Metro/tram-train services
- Rail infrastructure improvements
- High speed rail
- Streets for All & Quality Bus Transit and bus network improvements
- Streets for All & bus corridor upgrade and new bus corridors
- Local road network improvements
- Public realm and interchange improvements
- Asset Management and Maintenance Programmes
- Cycling and Walking Schemes
- Travel Hubs
- Potential new Metrolink stop

- Pedestrian crossing improvements:**
- 1 Nicholas Croft/Shudehill/Thomas Street
  - 2 Deansgate/John Dalton Street
  - 3 Portland Street/Princess Street
  - 4 Deansgate/Whitworth Street West
  - 5 Oxford Street/Whitworth Street
  - 6 Princess Street/Whitworth Street
  - 7 Sackville Street/Whitworth Street
  - 8 Aytoun Street/Fairfield Street/Whitworth Street
  - 9 Fairfield Street/London Road
  - 10 Charles Street/Hulme Street/Oxford Road

- Other strategic interventions not shown on the map:**
- Implementation of the Congestion Deal
  - Smart, integrated ticketing
  - Further investment in the Bee Network
  - Clean Air Plan measures
  - Retrofitting buses and electric bus fleet investment
  - EV Charging Points
  - Implementation of the city centre car parking strategy
  - Streets for All network improvements
  - Travels Hubs/Park and Ride
  - Station accessibility improvements
  - Innovation pilots and trial of new technologies eg. Mobility as a Service
  - Improvements to local bus services
  - Implementation of the GM Freight and Logistics Strategy
  - Improved wayfinding, pedestrian links and public realm in the city centre
  - Interventions to improve Metrolink reliability, capacity and service improvements, and stop upgrades
  - Reform of the bus market
  - Expanding car clubs to city centre residents
  - Enhanced major walking routes and pedestrian priority areas
  - Delivery of the NPR vision and rail conditions outputs



## DELIVERY PLAN MAP - MANCHESTER CITY CENTRE

Subject to funding and business case approval

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## Funding

Note – statement to be added

DRAFT



## Measuring performance

### Performance indicators

We will ensure we track the progress of our strategy against each of the ambitions. We will do this by analysing relevant data, information and surveys and recording progress towards demonstrating if we are achieving our ambitions or not. The table in Appendix A sets out at a high level how we will measure the success of our strategy. We are aiming for a year-on-year improvement in performance indicators developed for the City Centre Transport Strategy.

Performance indicators also feature in the Greater Manchester Strategy and the 2040 Greater Manchester Transport Strategy. The most relevant customer facing and operational performance indicators from the Greater Manchester Transport Strategy 2040 for the City Centre Transport Strategy are shown in Appendix A. We will therefore ensure that our monitoring programme is integrated with the monitoring of other wider strategies. All KPIs will be kept under review to ensure their continuing relevance, and we will exploit technological opportunities for new forms of data collection to provide insights and experience of progress not previously available.



**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 17 March 2021

**Subject:** North Manchester Health Campus Strategic Regeneration Framework Update

**Report of:** Strategic Director, Growth and Development

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### Summary

This report provides an update to the Executive on the outcome of the public consultation exercise carried out with local residents, businesses, landowners and key stakeholders, throughout December and January, on the draft Strategic Regeneration Framework (SRF) for the North Manchester Health Campus. The report responds to the issues raised and seeks the Executive's endorsement and approval of the final SRF.

### Recommendations

The Executive is recommended to:

1. Note the comments received on the draft SRF and the response to these comments.
  2. Note the changes made to the SRF.
  3. Approve the North Manchester Health Campus SRF with the intention that it will become a material consideration in the Council's decision-making process as Local Planning Authority.
- 

**Wards Affected:** Crumpsall

<b>Environmental Impact Assessment</b> - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city
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The draft SRF establishes clear principles to support the delivery of zero-carbon development across the campus and to promote enhancements to biodiversity.
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Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The North Manchester Health Campus will improve integration with the local area and will cement its role as a leading employment hub for North Manchester through the provision of new jobs and employment opportunities.

A highly skilled city: world class and home grown talent sustaining the city's economic success	The North Manchester Health Campus will provide direct employment opportunities through the development and occupation stages of the programme.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The draft SRF will attract investment to North Manchester and catalyse the economic renewal of this part of the city. Jobs will be created during the construction of the facilities and during their operation. This will seek to spread the benefits of growth more evenly across Manchester.
A liveable and low carbon city: a destination of choice to live, visit, work	The North Manchester Health Campus development will support the delivery of new health and ancillary facilities using state of the art technologies and low carbon construction methods.
A connected city: world class infrastructure and connectivity to drive growth	The draft SRF includes robust approaches to traffic and transport planning, ensuring that various modes of transport (car, bus, rail, Metrolink, cycle, and walk) are provided for and that the site is better integrated into the local area.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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### **Financial Consequences – Revenue**

There are no immediate revenue consequences associated with the content of this report.

### **Financial Consequences – Capital**

There are no immediate revenue consequences associated with the content of this report.

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**Background documents (available for public inspection):**

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

- Manchester Locality Plan 2015 – ‘A Healthier Manchester’
- Manchester Locality Plan (refresh) 2018 ‘Our Healthier Manchester’
- Single Hospital Service progress report October 2018 – Manchester Health Scrutiny Committee
- Manchester Health and Wellbeing Board report – 30th October 2019
- Single Hospital Service Progress Report – Health Scrutiny Committee, 3 December 2019
- North Manchester General Hospital Update, Health Scrutiny Committee, 21 July 2020
- Draft North Manchester Health Campus Strategic Regeneration Framework, Executive, 11 November 2020

## 1.0 Introduction

- 1.1 Manchester University NHS Foundation Trust (MFT) has developed a draft Strategic Regeneration Framework (SRF) to support the proposed redevelopment of the existing North Manchester General Hospital site in Crumpsall. This SRF sets out the guiding principles through which this transformational development programme will effect generational change for the North Manchester community, creating new jobs, developing skills, promoting healthy lifestyles, and contributing to a zero-carbon environment for the benefit of adjacent local communities and beyond.
- 1.2 The intention is to transform the existing North Manchester General Hospital site into a modern Health Campus providing high quality hospital and health facilities in addition to providing complementary commercial, leisure and retail uses set within a high quality, greener public realm and a residential offer which is best in class in terms of healthy ageing.
- 1.3 The draft SRF was endorsed by the Executive in November 2020 as a basis for public consultation with a request that a further report be brought back to the Executive which summarises the consultation responses and any amendments that have been incorporated into a final version of the SRF. Subject to approval by the Executive, the SRF will become a material consideration as part of the local authority planning process.

## 2.0 The SRF Consultation Process

- 2.1 The formal consultation period ran for eight weeks between Thursday 3<sup>rd</sup> December 2020 and Friday 29<sup>th</sup> January 2021. During the formal consultation period, a range of communication methods were used to provide information about the draft SRF and ensure that people had the opportunity to provide their feedback. These methods included:
- Consultation leaflets posted to local residents and businesses
  - Community events held on 15, 17 December and 6 January
  - Extensive media and social media publicity (including Twitter Poll launched in the final two weeks)
  - ‘Team Talks’ staff engagement events held on 9,16 December and 20 January
  - A physical information stand located at the hospital on 14 December
  - Local engagement through the Council’s Neighbourhood Service; the Manchester Local Care Organisation and Manchester Health and Care Commissioning
  - A dedicated project website hosted by MFT
  - Wide-press coverage in MEN/BBC/PNW/Industry titles
- 2.2 Consultation letters and questionnaires were sent directly to local residents and businesses within the local area, which included 7000 addresses. The letters were distributed via post, providing an overview of the consultation process, including the community events, and inviting recipients to view the plans on the project website. Recipients were encouraged to provide their

feedback on the draft SRF by completing the consultation questionnaire and participating in social media polls.

- 2.3 In addition, consultation letters were posted or emailed to identified community organisations and groups as well as statutory agencies and a range of non-statutory stakeholders who may have an interest in the draft SRF, such as neighbouring schools and colleges.
- 2.4 In response to public health guidance arising from the COVID-19 pandemic, consultation events were mainly undertaken online to provide a safe opportunity for two-way engagement. However, three community events were held with 7 people attending and 92 people attended three 'Team Talk' staff engagement events. Hospital staff and patients were also engaged via the provision of an information stand within the hospital on 14<sup>th</sup> December. A total of 90 feedback forms (fully/partially completed) were completed via the Manchester NHS Foundation Trust (MFT) website with a further 6 emails sent to the project email inbox. All respondents who provided comments have received a personal response from the MFT team.
- 2.5 In light of the local restrictions and the nationwide lockdown in place throughout the duration of the consultation period, the majority of the engagement took place online. A social media poll on Twitter, surveying respondents support for the SRF vision, received 96 responses with 84% of respondents showing their support. Across the social media platforms used to promote the draft SRF there were over 75,000 impressions and there were over 5,500 page-views of the project website, hosted via MFT.
- 2.6 Around a quarter of the responses received were from the immediate local area, including postcodes M8 and M9, with a further quarter of respondents located just outside of the Manchester boundary in areas including Middleton, Chadderton and Prestwich. The remainder of the response were from the wider Greater Manchester area.
- 2.7 Whilst responses were received from a broad age range, there was a lack of responses from those aged over 75 and young people aged 18 and below. In terms of ethnicity, around 83% of respondents identified as white British with the remainder identifying as a mix of Black, Asian and minority ethnic (BAME).
- 2.8 The feedback received covered a wide variety of topics in relation to the SRF vision, which are summarised and responded to within the next section of this report. The process was supported by consultation and engagement specialist, Turley, acting on behalf of MFT.
- 2.9 The consultation demonstrated a considerable positive response to the proposals, with people in general expressing support for the vision as set out in the draft SRF. Throughout this process respondents highlighted a number of key points which have been considered as part of the finalisation of the SRF document.



### 3.0 Summary of Comments Received

3.1 The consultation questionnaire sought feedback on the SRF vision to radically redesign healthcare services and provide an integrated health and social care offer, including the 5 key elements as described in the draft SRF. These are as follows:

- **Healthcare Hub:** A new acute hospital and a modern mental health hospital will anchor the Campus and complement the existing intermediate care facility and the new Wellbeing Hub. These new buildings will provide a modern and best-in-class healthcare environment; embracing integration, innovation and technology.
- **Wellbeing Hub:** This will enable the delivery of modern, integrated community health, care and wellbeing services; responding to the specific health and care needs of the local population. The new building will become a destination for the local community, through its mixed service offer, meeting spaces and community café.
- **Education Hub:** This will allow all education teams to gather under one roof. The new building will provide the space to support the necessary training for staff as well as an insight into future roles. It will be charged with maximising the opportunity for local employment at the site. This might include taking positive action to support local residents to overcome any disadvantage they have by offering additional training and support and targeting the promotion of opportunities.
- **Healthy Neighbourhood Hub:** There will be a new neighbourhood offer which will integrate with the wider health and social care proposition, playing its part to help tackle the fight against health inequalities with a focus on healthy ageing. This will include residential uses such as, key worker accommodation, social housing, stepdown care and extra care. There will also be the opportunity for new high-quality commercial space to support local small and medium enterprises (SMEs).
- **Village Green:** At the heart of these hubs will be the village green. This will become a high-quality outdoor space, acting as a focal point for the Campus. It will feature green spaces and water features, and patients, staff, visitors and residents will use the green as a place for relaxation, exercise, and meeting.

3.2 A total of 74% respondents agreed that the regeneration of the hospital campus plays an extremely important or important role in the wider regeneration of North Manchester. When asked which of the elements of the vision were most important to them, all elements scored well with 76% of respondents placing the highest importance on the healthcare hub; 70% on the wellbeing hub; 67% on the education hub; and 66% of respondents placing highest importance on the village green and the healthy neighbourhood respectively.

- 3.3 When asked to structure the SRF guiding principles in order of importance the principle of most importance to respondents was the principle to deliver a range of well-designed buildings and spaces to create an attractive place. In terms of the anticipated benefits provided by the redevelopment of the campus, the transformation of health outcomes through a new modern acute and mental health hospital was considered to be the top priority. Investment in education, skills and employment for all; an inclusive North Manchester economy; and the creation of Neighbourhoods of Choice was considered to be a medium priority with a lower priority status attributed to the promotion of sustainable transport and the contribution to a net zero carbon city and an enhanced natural environment and biodiversity.
- 3.4 Additional comments have been analysed under the four most commonly reported themes. This captures the feedback received via the online form, email, virtual events, by post and phone calls during the consultation period.
- 3.5 The themes are presented in order of popularity and are as follows:
- Implementation and delivery
  - Drivers for change
  - Movement, accessibility and connectivity
  - Process, planning and consultation
- 3.6 The comments received have been summarised under each theme with a considered response to each provided in section 4.
- 3.7 **Implementation and Delivery**
- 3.7.1 Respondents were keen to learn more about the specific services that will operate from the health campus with more details requested with regards to the design of the hospital buildings and additional facilities outlined as part of the SRF vision. In light of the covid-19 pandemic respondents were keen to understand how the new hospital could be designed to meet the needs of future pandemics. It was suggested that the overall size of the new hospital should not be smaller than that which currently exists and that the designs should allow for private external areas for larger departments.
- 3.7.2 There were recommendations for inclusion of a children's advocacy centre; new onsite gym facilities; staff canteen facilities and other staff facilities that prioritise wellbeing. Questions were also raised with regards to the potential to retain some of the older buildings on the site if possible.
- 3.7.3 Similar to the points raised with regards to the specific hospital buildings, respondents were keen to learn more about the types of new housing that will be delivered on the site and whether the development includes plans to regenerate the wider local housing stock. Concerns were raised as to whether the development of onsite housing may constrain the future expansion of health services on the site.

3.7.4 Supportive comments were received with regards to the public realm and green space and the positive impact this could have on wellbeing and healing, but it was also stressed that the village green should feel relevant and be properly looked after and maintained.

### 3.8 Drivers for Change

3.8.1 Respondents recognised the importance of the SRF vision in the regeneration of North Manchester and that revenue investment in the wider area should be considered. The importance of collaborating more with local community groups and residents was reflected in the comments with respondents keen for partners to ensure that the development reflects and serves the diverse cultural needs of the local communities, including different ethnicities and age groups. A specific request was made for MFT to provide reassurance that the Manchester Eruv would remain in place and that a Shabbat room will be a feature of the plans.

3.8.2 Comments highlighted the need for the development to benefit local communities with specific references made to health inequalities that could be addressed through the uses proposed on the site including mental health services, health advocacy and education.

3.8.3 Respondents also commented on the social value opportunities presented by the SRF vision and that the local community should be engaged in training and development and other initiatives as part of an approach to addressing education and employment but also health and wellbeing. It was also suggested that the impact of the SRF vision on, and the opportunities it provides for, local businesses should be taken into consideration.

### 3.9 Movement, Accessibility and Connectivity

3.9.1 Responses were received which advocated for sustainable transport options to be available on, and near to, the site. Active travel should be a key component of the development with enhanced pedestrian and cycle connections supported by a wayfinding strategy for the site that is much improved on what is there currently.

3.9.2 Respondents commented that the movement strategy for the site should consider the needs of those with disabilities, including mobility and sensory impairments. It was suggested that there should be more disabled car parking available onsite and there were additional comments received in relation to parking. It was highlighted that there are currently persistent issues of antisocial parking on local streets and that adequate car parking capacity should be factored into the designs for the site. Respondents also queried the potential parking charges and whether there should be separate secure, free parking provided for staff.

3.9.3 Comments were also received which questioned the condition of the existing local road network and how the road network will cope with a potential increase in vehicles.

### 3.10 Process, Planning and Consultation

- 3.10.1 Reflecting the importance of the development to the local community, comments were received which focused on the approach to engagement and consultation, including any statutory processes. Responses highlighted that diversity and digital poverty needs to be considered so that the widest possible range of stakeholders can be reached.
- 3.10.2 A respondent suggested that people need to be able to fully share their views and not be limited to maximum character counts when completing forms, with other comments suggesting that layout and presentation of feedback forms needs to adequately reflect the diverse needs of those who are being asked to complete them.

## 4.0 Response to Comments

### 4.1 Implementation and Delivery

- 4.1.1 The project is currently at a high-level visioning and master-planning stage, so detailed plans are not available currently. As the design team progress more detailed plans, there will be further public consultation and engagement with opportunities to provide feedback. The comments received through the SRF consultation process which relate to design considerations have been passed on to the design team to address as part of the planning application development. The flexibility of the SRF at this stage is a priority to ensure detailed plans can respond to the ever-changing demands of healthcare and the needs of the community.
- 4.1.2 The aspirations for the Healthcare Hub are based on maintaining the same number of beds at North Manchester General Hospital, however further details will come forward as part of the detailed design stage. With regards to the provision of external areas, the draft SRF sets out an aspiration to provide direct level access from wards to external courtyards and incorporating green routes between buildings. The village green will be a publicly accessible space for all, including staff, patients, residents and visitors. The draft SRF contains a number of development principles and parameters to ensure that public areas of the site are safe, inclusive and appropriately managed.
- 4.1.3 On the subject of housing, the draft SRF proposes creating a 'Healthy Neighbourhood', which could contain a mix of housing (including extra-care, older age-friendly and keyworker accommodation) depending on need and demand at application stage. The range of accommodation to be offered would support an integrated healthcare offer across the site, enabling people to leave hospital sooner and enjoy more independent lifestyles.
- 4.1.4 The draft SRF sets a vision for a defined area identified by a red line boundary and does not therefore cover any existing housing in the locality, which is outside of the scope of this consultation exercise. The draft SRF does however seek to maximise the physical linkages between the site and the surrounding streets including establishing a walkable link through Crumpsall

Park and streets that lead from existing external paths into the heart of the hospital site and the proposed new public open space. Commentary with regards to the retention of existing buildings is included in appendix 3 of the draft SRF. Future planning applications will consider the retention and re-use aspects of the historical estate as part of the detailed design stages.

## 4.2 Drivers for Change

- 4.2.1 The draft SRF acknowledges the potential for the redevelopment of the hospital site to play a significant role in the regeneration of North Manchester, alongside initiatives such as the residential-led Northern Gateway and planned investment at Abraham Moss Centre.
- 4.2.2 The SRF looks to reset the long-standing perception of hospitals as places of illness, based on a 'reactive' healthcare model. The SRF instead looks to introduce a 'proactive' and integrated model, bringing together a range of healthcare providers through the co-location of mental health, intermediate and community services and primary care. The Wellbeing hub will enable local people to get well and stay well, the Education Hub will provide opportunities for training and employment, and extensive areas of green and blue infrastructure will promote recreation, relaxation and physical and mental wellbeing. In combination, this will allow the local community to realise better health outcomes and life expectancy.
- 4.2.3 Whilst detail will come forward in future planning applications, MFT has a commitment to accessibility and inclusivity and these principles have been strengthened within the updated SRF document, such as the inclusion of multi-faith areas and a development that reflects the needs of the local community.
- 4.2.4 The Eruv will remain protected throughout the redevelopment, as will the availability of the Shabbat Room. For clarity, and in response to consultation feedback, the SRF document has been amended to reflect this commitment.
- 4.2.5 Commercial facilities such as cafes, shops and restaurants will be ancillary to the primary healthcare development. A commercial strategy will be developed so that facilities do not take anything away from locally provided businesses and services. MFT's approach is to add to the local economy and not replace it. Commercial/business development in the Neighbourhood Zone also has the potential to generate job opportunities for local people.
- 4.2.6 MFT's approach to Social Value will also consider impacts and opportunities on local employment, which will be created during the construction of the facilities and during their operation. The team has been engaging with local schools, charities and colleges to build relationships with local community groups and help overcome the obstacles they face.

### **4.3 Movement, Accessibility and Connectivity**

- 4.3.1 The draft SRF reflects an opportunity to rebalance infrastructure in favour of more sustainable modes of travel with a clear approach to wayfinding and movement through the site. Development principles include high-quality direct pedestrian and cycle routes through the heart of the site, removing vehicular traffic where possible from the centre of the site, providing enhanced public transport opportunities in a new village green, and consolidating parking into a central and convenient location.
- 4.3.2 The design of all key pedestrian routes will be as accessible as possible, including for those with mobility or sensory impairment. The SRF has been amended to reinforce this commitment and future planning applications will include detailed design measures and be subject to further consultation.
- 4.3.3 Proposals for car parks will be subject to individual planning applications and stakeholder consultation. Existing and future car parking fees will be applied following MFT policy. At present, like with all NHS Trusts, the approach is to ensure that MFT can cover the costs of providing parking on site for staff and visitors.
- 4.3.4 A Transport Assessment is currently being prepared and considers current and future traffic conditions on Delaunay's Road and surrounding streets. The Transport Assessment will be used to determine if infrastructure improvements or mitigation are required. Based on the development outlined in the SRF, initial results suggest that traffic is unlikely to increase. The SRF also focusses on sustainable modes of travel and encouraging people to travel by means other than by car, which should alleviate some parking pressures. If future mitigation is required, in terms of junction improvements, speed reduction or parking measures, this may be provided via planning conditions.

### **4.4 Process, Planning and Consultation**

- 4.4.1 Feedback regarding the online feedback form/ consultation feedback methods have been taken into account and will shape future consultation strategies. For respondents who wanted to provide extended comments, the consultation feedback email address was available throughout.
- 4.4.2 Careful consideration was given to ensure that the consultation was as accessible and inclusive as possible. An overview of this process has been summarised in section 2 of this report.
- 4.4.3 Should the Executive endorse the SRF, the document will become a material consideration when determining any future planning application for the site. Future planning applications will be subject to further public consultation.

### **5.0 Changes made to the SRF**

- 5.1 Subsequent to the publication of the draft SRF in November 2020, several minor corrections have been made to the plans and the supporting text, as

well as minor improvements made to the formatting to improve the look and feel of the document.

- 5.2 More specifically, further to feedback received through the consultation exercise, changes have been made to the SRF document to include reference to the potential provision of a children's advocacy centre. The SRF has also been updated to strengthen aspects relating to accessibility and inclusivity, including culturally relevant design features, multi-faith areas (including that the Eruv will remain protected and the Shabbat Room will remain available) and to reinforce the social value proposition and commitment to local collaboration.

## **6.0 Programme Update and Next Steps**

- 6.1 MFT are following the 'Green Book' business case process as part of the national New Hospitals Programme and submitted their Outline Business Case for the redevelopment to NHS England and NHS Improvement (NHSEI) and the Department of Health & Social Care (DHSC) in January 2021 for appraisal. MFT have already successfully secured over £50m to support both the immediate enabling works and the progression of the detailed design of the proposed hospital, education and wellbeing hubs. The progress achieved by MFT and partners in 2020 has expedited investment in North Manchester by 5 years: with the new hospital development now recognised as a 'frontrunner' in the New Hospitals Programme nationally as opposed to a second tranche scheme.
- 6.2 Site enabling works commenced on site in December 2020 to facilitate the provision of the first 'decant' facilities which will in turn enable the first phases of development to commence. MFT have also now submitted a full planning application for the proposed Multi Storey Car Park and Cycle Hub which will allow the clearance of significant surface car parking to make way for the new build section of the proposed new hospital.
- 6.3 As the NHSEI and DHSC analyse the 'case' for investment over the coming months, the strength of support from stakeholders demonstrated through the SRF consultation period and an endorsed Strategic Regeneration Framework would provide a clear message that MFT has the required support and has robustly managed planning risk for the masterplan and subsequent applications.
- 6.4 In addition to the planned investment into the main hospital complex and the wider site, for which the aforementioned Outline Business Case has been submitted, £105m of capital investment is planned to construct modern mental health facilities as part of a redeveloped Park House. Full planning consent was granted to the Greater Manchester Mental Health Trust (GMMH) at the end of January 2021. Work on the New Park House complex is expected to start later in the year with the new facility anticipated to be built and operational by early 2024.



## 7.0 Social Value

- 7.1 A Social Value Strategy and Action Plan has been developed by the Social Value working group, which reports to the North Manchester Economic & Regeneration Benefits Steering Group, chaired by the Council's Director of Inclusive Economy. The Strategy reflects the key priorities, opportunities and indicative outcomes which have been co-produced through consultation and engagement with a wide range of stakeholders, including VCSE sector groups, and which align with the broader strategic aims of the city, for which detailed strategies have been implemented (for example the Our Manchester Inclusive Economy Strategy; Our Manchester Strategy; Manchester Population Health Plan etc.).
- 7.2 A Social Value Charter has also been produced and has been signed by the full supply chain, enabling companies providing goods/services to coordinate and communicate their support of the programme position on Social Value. In addition, monthly Social Value meetings are held with the Design Team to ensure they too contribute to positive outcomes relating to employment, skills, education, community resilience, health and wellbeing and environment.
- 7.3 Whilst the majority of social value opportunities will be delivered once construction works are underway, some initial activity has already started to be progressed by the programme's Social Value Manager. Over the next few months, the Social Value Manager will be mentoring Year 8 and 9 students and will also deliver a careers event at Our Lady's High School in Higher Blackley. Support will also be provided to the local Communications Academy for careers talks in March with similar events being planned with the Manchester College for their pupil referral unit and ESOL students.
- 7.4 Once Covid restrictions are lifted, volunteering opportunities in the community will be fully explored, including helping to develop green spaces and allotments for community use and undertaking litter picks as part of the Great British Spring Clean event in autumn. As soon as construction works are underway, the team will work with the appointed contractors to identify employment and training opportunities for residents that will be advertised on community newsletters and with local employment agencies
- 7.5 During the planning stages of the scheme, seven apprentices and one graduate have already been engaged in the project. In addition, fifth year students from the Manchester School of Architecture are engaged in a three-month project that focuses on the Neighbourhood Hub and Village Green, allowing students to have real input into the physical designs of the scheme. Scheme architects Sheppard Robson are also supporting this initiative and are donating time to be 'visiting tutors' where they will attend weekly sessions to help the students meet objectives for the brief and critique their work. Other members of the design team are hosting workshops in their respective fields to enhance the students' knowledge.

## **8.0 Contributing to a Zero-Carbon City**

- 8.1 Reducing carbon emissions from its estate is a core objective of MFT. All NHS organisations must ensure that all new builds and refurbishment projects are delivered to net zero carbon standards. MFT has also 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.
- 8.2 The draft SRF seeks to secure the highest standards of environmental, social and economic sustainability in the future redevelopment of the site. Primary environmental objectives include:
- significantly reducing energy demand and carbon emissions at source during construction and operation through appropriate design and specification;
  - protecting and enhancing site biodiversity;
  - minimising water consumption;
  - promoting sustainable transport;
  - ensuring high quality and healthy indoor and outdoor spaces;
  - utilising sources of renewable energy on-site, wherever possible; and,
  - the procurement of off-site renewable energy and high-quality carbon offsets to address residual carbon emissions.
- 8.3 The draft SRF promotes these standards by applying the RIBA Sustainable Outcomes Guide (2019). This guide provides a concise and measurable set of sustainable outcomes and metrics across these key sustainability issues.
- 8.4 It is recognised, however, that sustainable buildings delivered in the mid-late 2020's and those in the 2030s may differ significantly to those delivered today due to new or matured technologies (e.g. battery storage) or the availability of new standards or industry approaches to emerging issues such as embodied carbon and climate resilience.

## **9.0 Concluding Remarks**

- 9.1 The draft North Manchester Health Campus SRF sets out a vision and guiding principles that will transform a hospital estate which, as a result of chronic and sustained underinvestment, is now dilapidated and is incapable of offering modern healthcare services to the population of North Manchester. Of those that responded to the public consultation, there is considerable support for the SRF vision with 86% of the respondents supporting the plans to transform the site at North Manchester General Hospital.
- 9.2 The SRF will guide this transformation, delivering a high quality and sustainable health campus with integrated health and social care facilities, high-quality new homes, and access to better education and training alongside more inviting public open spaces.

- 9.3 The benefits that can be secured for North Manchester and the wider city and city region, as a result of the proposals set out in the draft SRF, could make a significant positive contribution to the ongoing regeneration and transformation of North Manchester; environmentally, socially and economically.

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

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

- 10.1 The North Manchester Health Campus will improve integration with the local area and will cement its role as a leading employment hub for North Manchester through the provision of new jobs and employment opportunities.

### **(b) A highly skilled city**

- 10.2 The North Manchester Health Campus will provide direct employment opportunities through the development and occupation stages of the programme.

### **(c) A progressive and equitable city**

- 10.3 The development envisaged by the SRF will attract investment to North Manchester and catalyse the economic renewal of this part of the city. Jobs will be created during the construction of the facilities and during their operation. This will seek to spread the benefits of growth more evenly across Manchester.

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

- 10.4 The North Manchester Health Campus development will support the delivery of new health and ancillary facilities using state of the art technologies and low carbon construction methods.

### **(e) A connected city**

- 10.5 The SRF includes robust approaches to traffic and transport planning, ensuring that various modes of transport (car, bus, rail, Metrolink, cycle, and walk) are provided for and that the site is better integrated into the local area.

## **11.0 Key Policies and Considerations**

### **(a) Equal Opportunities**

- 11.1 The draft North Manchester General Hospital SRF has been consulted upon with a wide range of stakeholders, enabling all interested parties to engage in the process.

### **(b) Risk Management**

- 11.2 No direct issues at this time.

**(c) Legal Considerations**

- 11.3 Subject to approval by Executive, the SRF will become a material consideration in the assessment of future planning applications submitted within the SRF boundary.



# NORTH MANCHESTER GENERAL HOSPITAL SITE REDEVELOPMENT PROGRAMME

Strategic Regeneration Framework

March 2021



**Manchester University**  
NHS Foundation Trust



**MANCHESTER**  
CITY COUNCIL





# CONTENT

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THE PARTNERS



MASTERPLAN TEAM



APPENDIX 1, 2 AND 3 ARE AVAILABLE AT

<https://mft.nhs.uk/hospitals/transforming-the-future-at-north-manchester-general-hospital/>



# FOREWORD

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# FOREWORD

Over the past 30 years, Manchester has come a long way. Its economy is strong, its population continues to grow, and it has a reputation as a great place to live, work, and study.

However, economic growth and prosperity have not benefited everyone equally. Communities such as those within North Manchester continue to experience some of the highest rates of deprivation.

The worst health outcomes are in North Manchester. Children born in North Manchester can expect to live five years less than those born in other parts of the country. Healthy life expectancy is below 60 years for both men and women, who can expect to live nine fewer years in good health than the England average.

North Manchester General Hospital is a critical anchor institution in the north of the city (the only organisation to employ over 2,000 people), and is in dire need of significant investment. The North Manchester General Hospital still operates within much of its original estate. Its facilities and infrastructure are in need of transformation and not fit for 21st Century health and social care services.

As we all know, the current hospital site is in need of radical redesign and investment to enable high quality services and a modern, joined up and integrated care system. This will offer local people tailored services that will enable them to get well and stay well. Such services will help address the longstanding health inequalities in local communities in North Manchester and surrounding areas.

COVID-19 has exacerbated inequalities and impacted Manchester's economy. The redevelopment of NMGH is one of the catalyst programmes for the city's economic recovery and has a role to play in improving outcomes for local people.

The redevelopment of the hospital is a key component of the opportunity to grow the North Manchester economy. This can be seen as part of a broader public sector reform and regeneration agenda for the north of the city which links to existing initiatives such as the planned sport and leisure improvements at the Abraham Moss

Centre, located in the same ward as the hospital and the Northern Gateway residential development and renewal programme.

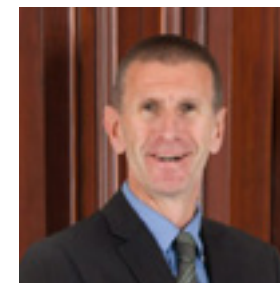
We have now reached an exciting stage in our plans for a once in a generation, transformational change at North Manchester General Hospital through our draft Strategic Regeneration Framework (SRF).

The SRF proposes:

- A new acute hospital and a modern mental health hospital providing a best-in-class healthcare environment; embracing integration, innovation and technology; and transitioning to a net zero-carbon estate.
- A wellbeing hub to deliver modern, integrated community health, care and wellbeing services; responding to the specific health and care needs of the local population. The new building will become a destination for the local community, through its mixed service offer, meeting spaces and community café.
- An education hub to support the necessary training for staff and maximising the opportunity for local employment at the site.
- An inviting, publicly accessible estate that will integrate seamlessly with the surrounding neighbourhoods to ensure local people can walk or cycle to the site effortlessly and without any barriers.
- As part of the redevelopment, there will be a new neighbourhood offer which will integrate with the wider health and social care proposition, playing its part to help tackle the fight against health inequalities with a focus on healthy ageing. This will include residential uses such as, key worker accommodation, affordable housing, stepdown care and extra care. There will also be the opportunity for new high quality commercial space to support local small and medium enterprises (SMEs).
- A village green. This will become a high quality outdoor space, acting as a focal point for the Campus and links with our ambitions to enhance biodiversity and green space, and adapt to climate change.

This is an exciting step forwards for the future of North Manchester General Hospital. We look forward to working with you and involving you in our plans to develop the regeneration of the site and to improve the health of the communities in which we work and live.

**“As we all know, the current hospital site is in need of radical redesign and investment to enable high quality services and a modern, joined up and integrated care system.”**



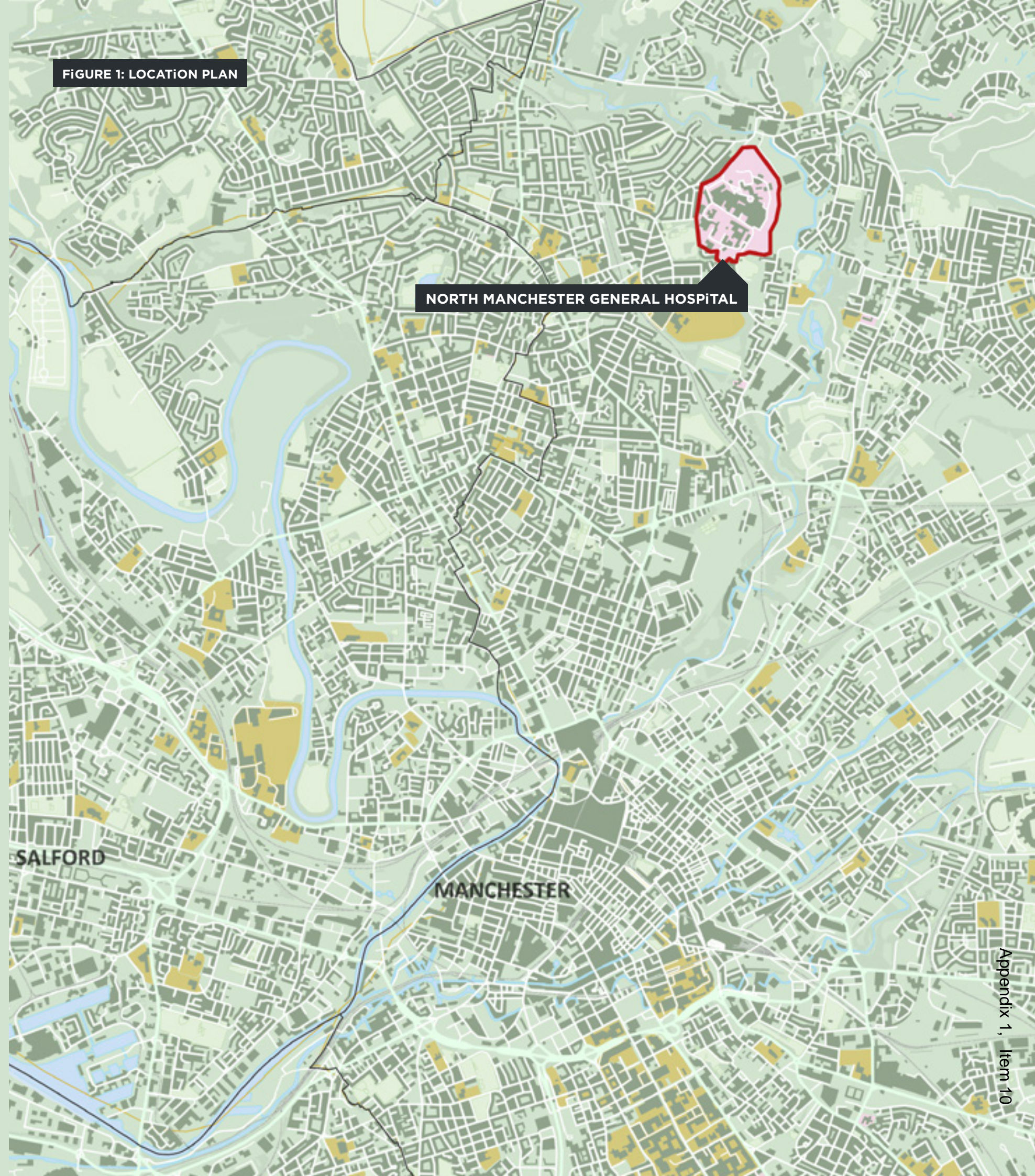
Sir Mike Deegan  
Chief Executive of Manchester University NHS Foundation Trust



# 1.0

## INTRODUCTION

FIGURE 1: LOCATION PLAN





# INTRODUCTION

Manchester University NHS Foundation Trust (MFT) has prepared this Strategic Regeneration Framework (“SRF”) to guide the comprehensive regeneration of the North Manchester General Hospital (NMGH) (“the Site”), acting as a catalyst for the NMGH Site Redevelopment Programme (hereafter “the Redevelopment Programme”).

## LOCATION

NMGH is located about 2.5 miles to the north of Manchester City Centre, 0.5 miles to the north of Crumpsall District Centre and 0.5 miles from Abraham Moss Centre.

The immediate surrounding area is predominantly residential in nature, with small areas of industrial/commercial development to the south-east of the site. The Hexagon Tower Business Park and associated surface-level car park are located to the north-east.

Crumpsall Park is situated to the south-west of the Site and Crumpsall Jewish Cemetery is located to the south. To the east of the Site the land drops steeply into the Irk River Valley, where previous industrial uses have been replaced with a lorry park and a vacant brownfield site

The local community comprises a diverse mix of cultures and ethnicity; including a large South-Asian community, an established Jewish Community and an older demographic that is predominantly white-British.

## THE SITE

The Site is a significant healthcare and employment asset. It comprises about 27 hectares and it is the home to a district general hospital, an intermediate care facility (Crumpsall Vale) and a mental health hospital (Park House).

The general hospital provides a full accident and emergency department, a comprehensive range of general and acute surgical services, and the regional specialist infectious disease unit - while the intermediate care facility offers short-term rehabilitation to help people regain optimal levels of independence before returning home.

The Site is owned by Pennine Acute Hospitals NHS Trust (PAHT). MFT operates the district hospital under a management agreement with PAHT. MFT is one of the largest acute Trusts in the UK and it operates nine hospitals across Greater Manchester and employing over 20,000 staff. Crumpsall Vale is operated by Manchester Local Care Organisation (MLCO)

Greater Manchester Mental Health NHS Trust (GMMH) manages the mental health inpatient facility. This hospital specialises in caring for adults of working age, and offers assessment and treatment for a wide range of mental health needs.

For many years, the NMGH site has suffered chronic and sustained underinvestment. Many of the buildings are now dilapidated and incapable of providing modern healthcare services and are in urgent need of intervention.

The poor physical environment adversely impacts on the extent to which high-quality and cost-effective care can be delivered. It also makes the recruitment and retention of highly skilled doctors, nurses and other medical practitioners extremely challenging.

Appendix 2 (Understanding Place) provides a full description of the NMGH including its current land uses and its existing built and natural environment.



## OUR VISION - THE REDEVELOPMENT PROGRAMME

Over the past 30 years, Manchester has come a long way. The economy is strong, the city centre is thriving, and the population continues to grow rapidly.

Despite this, economic growth and prosperity has not benefited all communities equally. North Manchester continues to experience some of the highest rates of deprivation and poorest health outcomes in the country. The reversal of this trend has been a longstanding regeneration objective for Manchester City Council.

Manchester Health and Care Commissioning (MHCC) (a partnership between Manchester City Council and NHS Manchester CCG) came together to identify an unparalleled opportunity to create a modern healthcare environment at NMGH which will not only serve patients, but also the wider community in Crumpsall and North Manchester.

By adopting an innovative approach to this redevelopment, there is an opportunity to reset the long-standing perception of hospitals as place of illness, based on a reactive healthcare model. Instead, the aspiration and vision is to radically redesign healthcare services and provide an integrated health and social care offer at NMGH, which could become an exemplar of the NHS Long-Term Plan.

Site redevelopment will allow various healthcare providers to be brought together in one place through the co-location of hospital, mental health, intermediate and community services, and primary care. This environment would foster collaboration and ensure continuity of care as patients transfer from one part of the system to another.

It will also provide the opportunity for a dedicated wellbeing hub to ensure local people are supported to get well and stay well, by tackling the root cause of ill health, and provide space to provide education and training facilities to maximise the employment opportunities and skills for local people. The wellbeing hub will also link with existing Voluntary, Community and Social Enterprise (VCSE) organisations, providing them with the infrastructure and support necessary to boost their impact.

This is a once-in-a-generation opportunity to address the needs of a diverse community providing greater opportunities for all residents to get well, stay well and realise better and longer term health outcomes. It will complement and build-on the ongoing and past regeneration initiatives in North Manchester, adding further momentum and vigour to the sustainable renewal of this part of the city.

*“Rebuilding of infrastructure on the site provides an unparalleled opportunity to bring about meaningful change. This is not about doing more of the same; instead it is about integrating local services, tailored to the needs of the local community and supporting citizens to take proactive responsibility for their own health and wellbeing”*

**Joanne Roney, Chief Executive, Manchester City Council**

FIGURE 2: AERIAL PHOTOGRAPH OF NORTH MANCHESTER GENERAL HOSPITAL







## WHAT IS A STRATEGIC REGENERATION FRAMEWORK?

This SRF is a blueprint for the future regeneration of the Site. It contains a vision and key development principles to guide and shape future planning applications.

The SRF has full regard to national planning policy and has been prepared to reflect the planning policies in the adopted and emerging Development Plan. Appendix (Strategic Policy Alignment) provides a summary of the alignment with this policy.

This SRF covers the following:

- **Section 2**  
Context and Drivers for Change
- **Section 3**  
Vision and Guiding Principles
- **Section 4**  
Development Framework
- **Section 5**  
Planning for a zero carbon Manchester
- **Section 6**  
Implementation and Phasing
- **Section 7**  
Outcomes and Benefits
- **Section 8**  
Next Steps

## WHY IS COMMUNITY AND STAKEHOLDER ENGAGEMENT IMPORTANT?

MFT and partner organisations are committed to listening to local people in North Manchester to ensure that they are involved in shaping proposals for the redevelopment of NMGH.

This SRF has been subject to widespread consultation with a broad range of stakeholders over the period 3 December 2020 to 29 January 2021 using a variety of mediums and feedback channels.

The feedback received has been given due consideration and, wherever possible, the comments of individuals and interest groups, have informed the final proposals.

The SRF will be presented to Manchester City Council Executive in March 2021 and, if it is endorsed, will become a material consideration in the determination of future planning applications for development at the site.

Future planning applications will be subject to their own programme of stakeholder and community consultation.



# 2.0

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## CONTEXT AND DRIVERS FOR CHANGE





# CONTEXT AND DRIVERS FOR CHANGE

## WHERE IS NORTH MANCHESTER?

North Manchester extends from Manchester's thriving city centre to the city's northern administrative boundary. It adjoins the metropolitan boroughs of Bury, Rochdale, Oldham, Tameside and Salford.



## WHAT IS NORTH MANCHESTER LIKE?

It is home to over 156,000 residents (31% of Manchester's population) It is an area of rich ethnic, cultural and religious diversity, including high placements of asylum seekers and refugees.

The area's population is forecast to increase by around 26% by 2029; a rate which is significantly higher than the projected population increase for Manchester as a whole.

North Manchester was once the home to many of Manchester's industrial workers; reflected by the area's dense residential neighbourhoods and its rich assortment of municipal grand parks, including Heaton Park, Crumpsall Park and Boggart Hole Clough.

While these neighbourhoods still enjoy a strong sense of community and pride, the departure of traditional manufacturing industries in the 1970s and 1980s left a legacy of worklessness and inequality that remains today.



## WHAT ARE THE KEY ISSUES FACING NORTH MANCHESTER?

Greater Manchester is now a significant driver of the UK and North West economies.

However, there is disparity across the conurbation and residents of North Manchester continue to experience some of the highest rates of deprivation and the poorest health outcomes in England.

The cycle of low economic activity and ill health mean that the life chances of many residents in the north of the city have yet to significantly improve.

The Index of Multiple Deprivation (Figure 4) illustrates that North Manchester is home to several neighbourhoods in the top 1% most deprived in England in respect health, income and employment deprivation.

The area has a high proportion of low-income households. Over 16,500 working-age adults in the locality receive out of work benefits, equating to 37% of the city's workless residents, and in some parts of North Manchester, over 35% of children live in low-income households.

Parts of North Manchester have the lowest levels of school-readiness in the city, and some wards have less than 60% of children achieving the expected level of development at age five. Although most children attend 'good' or 'outstanding' rated schools, some wards have the lowest rates of educational attainment in the city and over 14% of adults (twice the city average) have no qualifications.

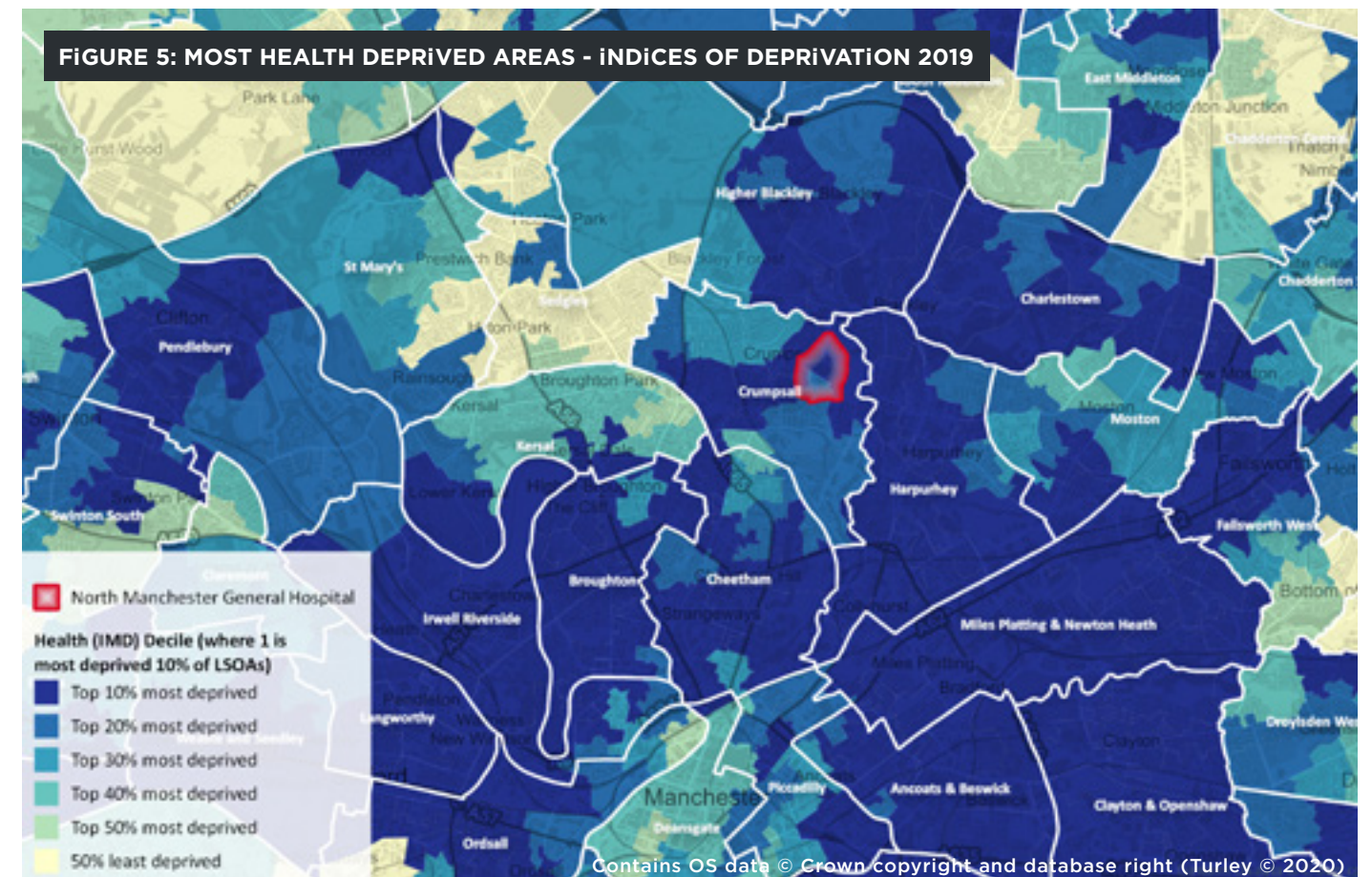
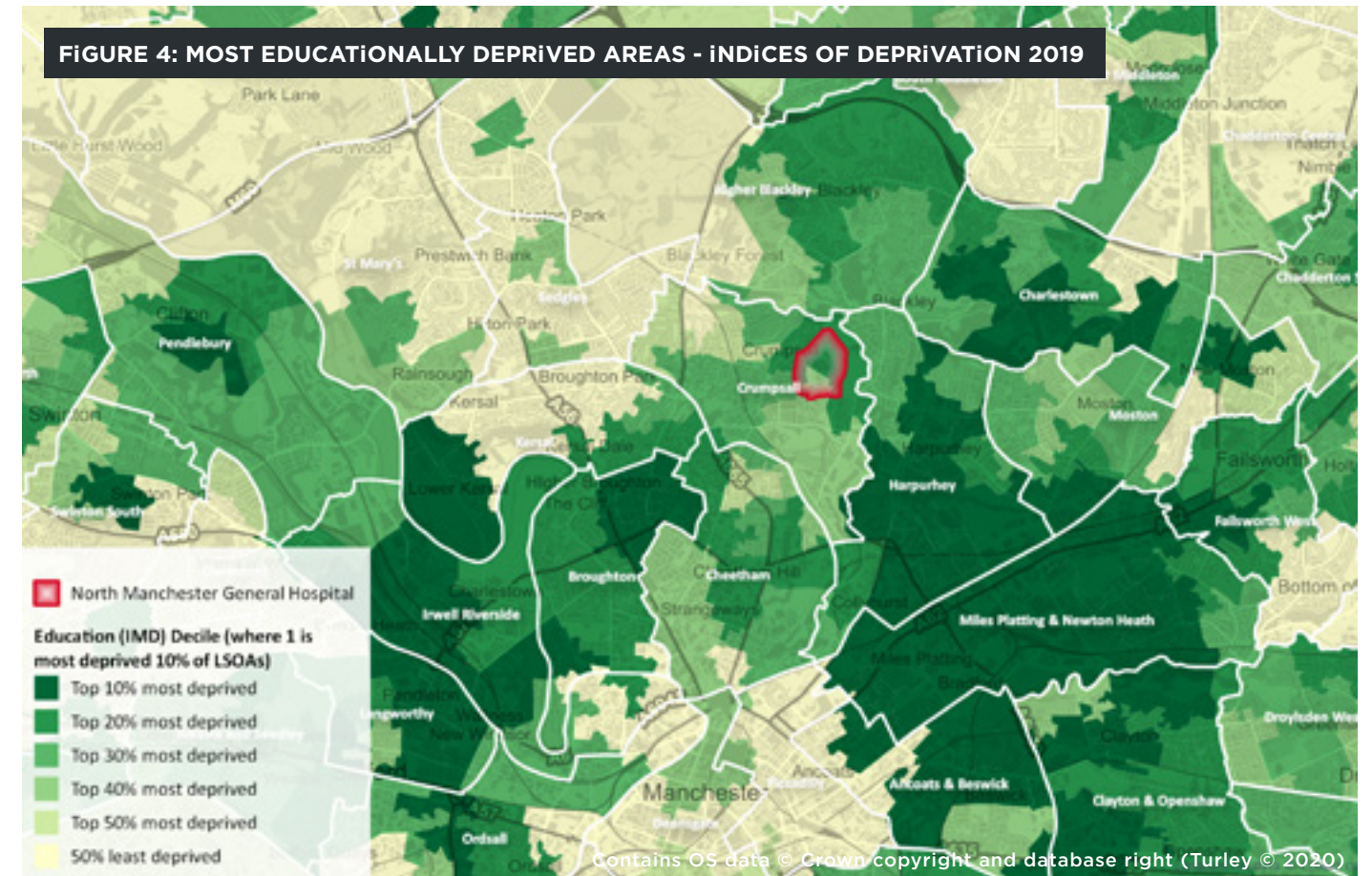
Many residents in North Manchester have significant ill health and disability problems, which is a significant factor in reducing economic activity and suppressing household incomes.

Both men and women in North Manchester can expect to live nine fewer years in good health than the England average; boys born in North Manchester will, on average, have a life expectancy that is 5.1 years lower than boys born elsewhere in England; girls can expect to live for 4.5 fewer years.

Rates of early death from respiratory diseases and cardiovascular disease in North Manchester are double the England average. Manchester also has the highest rates of premature deaths in England for heart disease, stroke and lung disease, and is second-worst for cancer.

The North Manchester area also performs significantly worse than England on every single measure of childhood obesity, and has a binge-drinking rate almost 50% higher than the national average.

The causes of ill-health in North Manchester are complex and varied. However, the Manchester Population Health Plan (2018) recognises that up to 80% of what makes a difference to people's health happens outside of the health service. Factors such as jobs, education, lifestyle, housing and community cohesion all play a role in determining health outcomes. In North Manchester, health problems are inextricably linked to a wider, intergenerational, social and economic malaise.





## WHAT IS THE NORTH MANCHESTER GENERAL HOSPITAL'S ROLE IN NORTH MANCHESTER?

The NMGH is the principal healthcare facility for North Manchester and it provides employment to over 2,000 people, many of whom live locally.

NMGH is geographically at the heart of the community but it does not invite visitors in. This means that the local community rarely visit other than to access existing healthcare facilities.

Alongside this, for many years, NMGH's facilities and infrastructure have suffered a chronic and sustained underinvestment. The site's estate is now dilapidated and is incapable of offering modern healthcare services to the population of North Manchester.

Independent assessments have identified that over 70% of the existing estate is in desperate need of rebuilding.

The challenges associated with delivering modern healthcare in this type of environment have manifested as a hospital site that struggles to provide high quality and cost effective care, attract development and retain its workforce, with a vacancy rate of 20% for doctors and 19% for nurses.

A Care Quality Commission (CQC) rating of 'Inadequate' was given to NMGH in 2016. Sustained efforts from the staff and a variety of stakeholders improved this position to 'Requires Improvement' in 2018, but there is still a great deal of work to be done to achieve a rating of 'Good'.

*“The COVID-19 pandemic has shone a bright light on the inequalities that exist in our society and we must take action to address these. The redevelopment of the North Manchester General Hospital site offers a unique opportunity to provide modern, integrated health and care services; to stimulate economic recovery and renewal; and to support improved population health for some of the city region's most disadvantaged communities.”*

**Sarah Price, Interim Chief Officer, Greater Manchester Health and Social Care Partnership**



## HOW CAN THE REGENERATION OF THE REDEVELOPMENT PROGRAMME STIMULATE POSITIVE CHANGE IN NORTH MANCHESTER?

### Delivering modern health and social care services

The Redevelopment Programme can provide the diverse population of North Manchester with modern, integrated and high-quality healthcare services.

In 2015, NHS organisations and local authorities in Greater Manchester signed a landmark devolution deal to take charge of the £6 billion health and social care spending and decisions.

This deal enables Greater Manchester to join-up all things that affect health and transform the delivery of services. It is now possible to combine health and social care services, and build them around the individual and the community for better, more responsive care.

The plans for the Site will be a key part of this devolved approach. It will also be an exemplar of the NHS Long-Term Plan, which promotes an 'Integrated Care System'.

Instead of simply rebuilding the existing hospital facilities, the redevelopment programme will radically redesign healthcare services becoming a leading example of integration.

It will provide healthcare providers with a purpose built environment where they can co-operate seamlessly. The co-location of hospital, mental health, intermediate and community services, and primary care in one location will help these services to work in tandem and aid the smooth transfer of patients from one part of the system to another.

This will enable services to be tailored to the needs of the diverse local community ensuring inclusivity and accessibility and enabling residents to get well and stay well. Such services will help address the longstanding health inequalities in local communities in North Manchester.

In doing so, the new NMGH will reach out beyond the physical hospital buildings, facilitated by technology where appropriate. The early use of advanced diagnostics and genomics would ensure patients receive the most appropriate advice and treatment as quickly as possible, reducing the number of invasive procedures and prescriptions required, and enabling people to live improved lives more quickly.

### Promoting healthier lifestyles and wellbeing

The Redevelopment Programme would promote healthier lifestyles and wellbeing amongst all facets of the community to tackle, at source, some of the root causes of ill health and mental illness in North Manchester.

A Health and Wellbeing Hub would deliver services which reflect the needs of the local community to support those who need a little more help to get well and stay well, enabling improved quality of life and resilience.

This hub would support local people and help put them in charge of their own health and wellbeing. A key aspect of this will be social prescribing, utilising services such as the Be Well scheme, to support local people to consider everything affecting their wellbeing – from employment to housing, to family and money issues – directly addressing the wider determinants of health.

The hub will be promoted by healthcare providers on the site, supplementing and in some cases replacing medicalised care. The strategy will adopt an 'every contact counts' philosophy, where all encounters will be seen as an opportunity for a brief intervention to support improved lifestyle choices, or to allow underlying issues, such as debt to be addressed.

The plans for the Site will ensure accessibility for all, encouraging physical activity and facilitating wellbeing for the staff and patients, as well as local community groups and residents.

Green space, footpaths and cycle ways will be principal features and other space will be available for therapeutic and regenerative purposes, such as growing fresh vegetables and fruit, promoting neighbourhood engagement, and inclusive activities and education.



### Delivering a more inclusive economy

Major investment at the scale of the Redevelopment Programme can kick-start economic renewal by sustaining job growth and boosting productivity.

At the heart of the Site will be an Education Hub. This will equip local people with the necessary healthcare training and skills to secure employment at the site.

However, it will not be limited to healthcare-related training, and the hub will be available for use by other agencies. There will be clear goals regarding local employment rates and career path development. Opportunities for the enhancement of services for younger people would also be created.

Alongside this, a social value approach will be employed to ensure maximum local impact from the redevelopment process as whole.

Involving local people in the design and construction will provide the opportunity to bring local people back to work, or help them to develop and advance their careers. There will be a significant focus on apprenticeships, use of local businesses, and the generation of social value within procurement will be vital. The creation of opportunities for training and employment is a core objective of the redevelopment programme.

Improvements in educational attainment can be converted into further education or aspirational career paths ensuring that local employment opportunities are not limited to lower-paid jobs.

This holistic approach has the potential to bring about a range of positive impacts for local people and local prosperity. Some of the tangible economic benefits could include increased household incomes, improved profitability for local businesses, reduced benefit claims, and enhanced local and national tax receipts.

### Building a stronger and safer community

The Redevelopment Programme presents an opportunity to build a safer, healthier and more inclusive neighbourhood that encourages social cohesion, community spirit, and healthy ageing.

A new Healthy Neighbourhood will integrate with the wider health and social care proposition, playing its part to help tackle the fight against health inequalities with a focus on healthy ageing.

The Healthy Neighbourhood concept will push the boundaries of healthy ageing innovation at all levels and would encourage people of different ages and backgrounds to interact in their normal daily life. In particular, it could include:

- Commercial accommodation that focuses on healthy ageing and provides flexible accommodation suited to companies in different stages of evolution
- Extra care housing, providing 'real world' testing and commercialisation of products and services being developed in the commercial accommodation
- Key worker and other residential accommodation will create community cohesion through intergenerational living with support mechanisms physically, socially and across generations
- Services and accommodation for young people and adults with learning difficulties and dementia
- Training and education for the new skills and ways of working needed to create a cross service integration of care associated with healthy ageing, with such training being targeted at the local communities via the Education Hub;

The Healthy Neighbourhood will support Manchester's ambition to be a global leader on health and care innovation and commercialisation, while also improving the health of the population, extending healthy, independent life expectancy, whilst also reducing inequalities and increasing productivity and inclusivity.

The Redevelopment Programme can help North Manchester become a 'neighbourhood of choice'.





## HOW CAN THE REDEVELOPMENT PROGRAMME HELP NORTH MANCHESTER RECOVER FROM THE IMPACTS OF COVID-19?

There is a high risk that COVID-19 and the associated pandemic response could widen existing inequalities for people in North Manchester.

COVID-19 is having a disproportionate impact on communities who already experienced inequalities in our city. Given North Manchester’s rich ethnic, cultural and religious diversity, its communities are at risk of a disproportionate impact of COVID-19.

The pandemic and national lockdown have also impacted Manchester’s labour market at an unprecedented pace and scale. Between March and May 2020, the number of people in the city who were unemployed and claiming benefits rose by 91%. Youth unemployment doubled. The number of advertised vacancies halved. When analysed by neighbourhood, the highest rises in unemployment are in deprived areas with largely BAME populations, including Cheetham ward in North Manchester.

Delivering the ambition for the NMGH site and the associated regeneration and renewal which this will catalyse is of increased importance in this context. The NMGH site has a fundamental role to play in Manchester’s recovery from COVID-19, as a host to local anchor institutions; a stimulus for wider economic activity through its redevelopment; and an enabler for learning, training and skills development.

## HOW WILL THE REDEVELOPMENT PROGRAMME COMPLEMENT WIDER REGENERATION INITIATIVES IN NORTH MANCHESTER?

The Redevelopment Programme is a key component of a wider regeneration and renewal initiatives in North Manchester (see Figure 5).

The Northern Gateway project is the single largest and most ambitious regeneration opportunity in Manchester. It is a joint venture between Manchester City Council and the Far East Consortium (FEC) and it seeks to transform 155ha of brownfield land to the north of the City Centre into a series of vibrant, sustainable residential neighbourhoods; delivering 15,000 new homes by 2039 (of which 20% will be affordable).

The Northern Gateway will become a strategic neighbourhood of choice providing accommodation for a working age population of around 40,000. The provision of high-quality new homes and a network of green spaces will ensure the new hospital is capable of attracting and retaining talent locally.

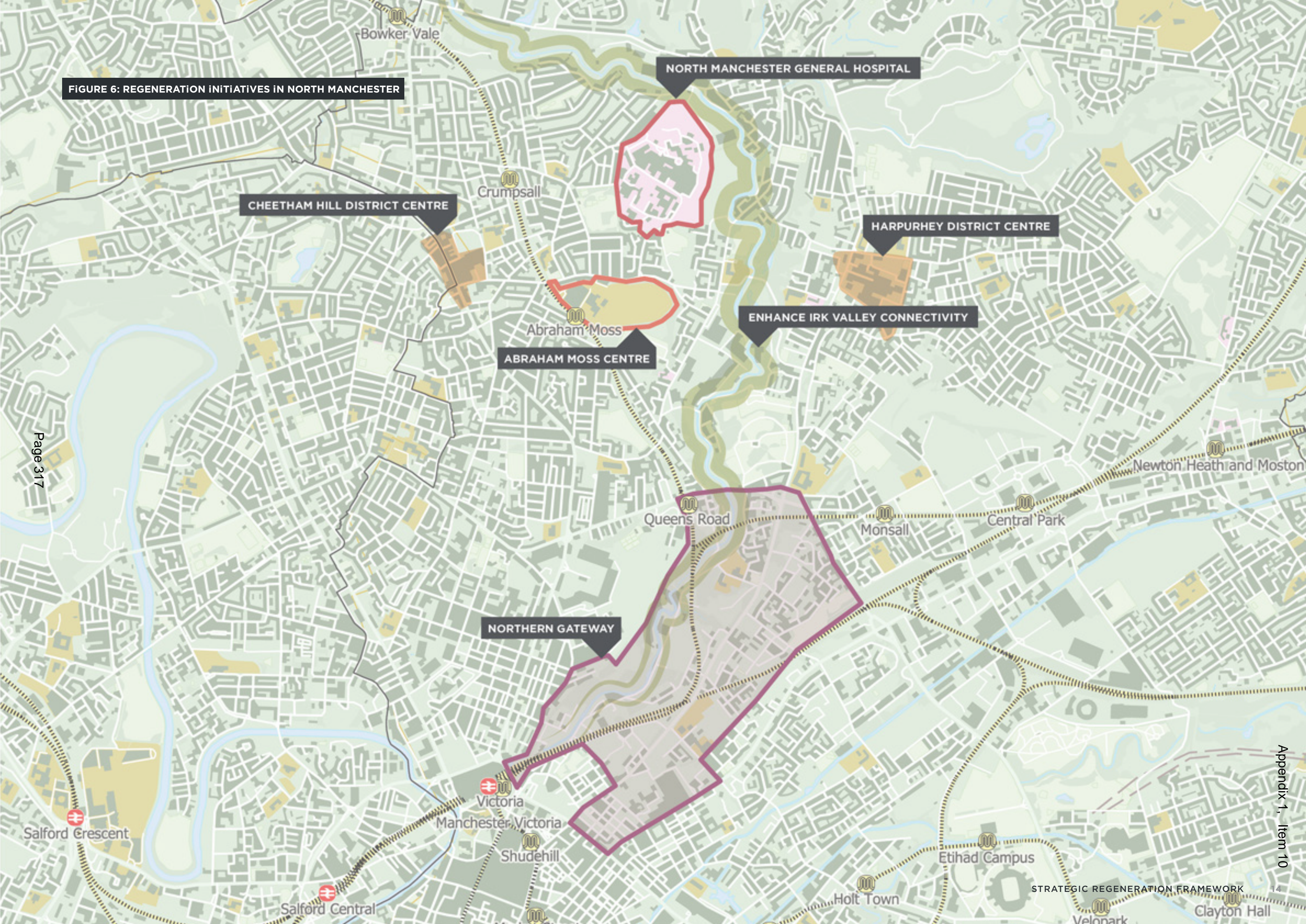
Other initiatives include the planned investment at Abraham Moss Centre, located in the same ward as the hospital. This facility is vitally important community asset. It includes a public library, a leisure centre, education (nursery, primary and secondary), and MCC services including Early Help Hub, Adults, Adult Education. It is located beside a key transport hub. The health and wellbeing offer at the new hospital will complement these facilities and will leverage opportunities to improve the physical and mental health outcomes for the local community.

Together these initiatives provide the opportunity to grow the North Manchester economy and transform the perception of the area. This can secure inclusive growth for local neighbourhoods and act as catalyst for wider regeneration. The synergistic impact of these initiatives must be harnessed for maximum health, social and economic benefit.





FIGURE 6: REGENERATION INITIATIVES IN NORTH MANCHESTER



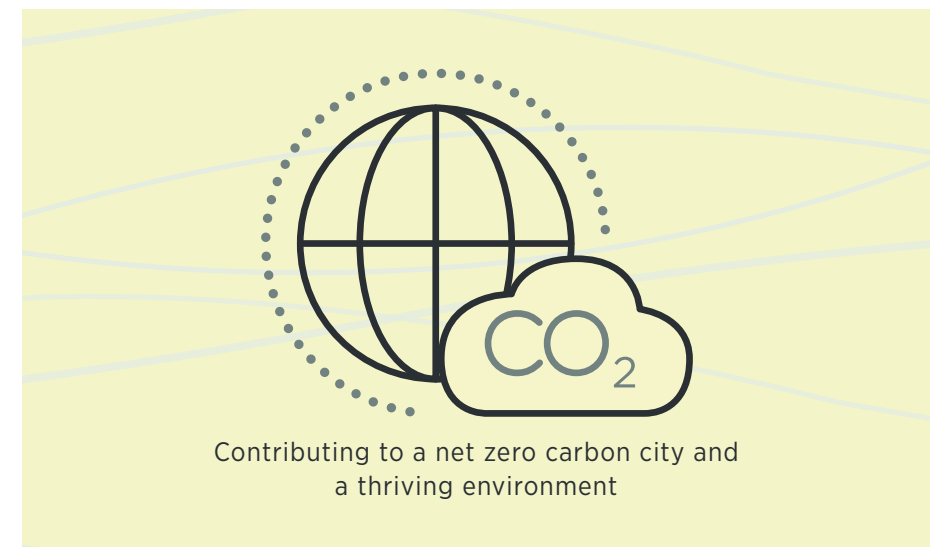


## IS THERE POLICY SUPPORT FOR THE REDEVELOPMENT PROGRAMME?

The development of proposals for the future of the Site and the locality will be informed by the existing national, regional and local policies.

Appendix 1 (Strategic Policy Alignment) provides an overarching summary of the relevant policy commitments and strategies that have informed the Redevelopment Programme's proposition.

This analysis shows extensive support for the Redevelopment Programme in local, regional and national policy. In particular, the scheme will align with and contribute toward the following specific policy objectives:









# 3.0

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## THE VISION AND GUIDING PRINCIPLES



# THE VISION AND GUIDING PRINCIPLES

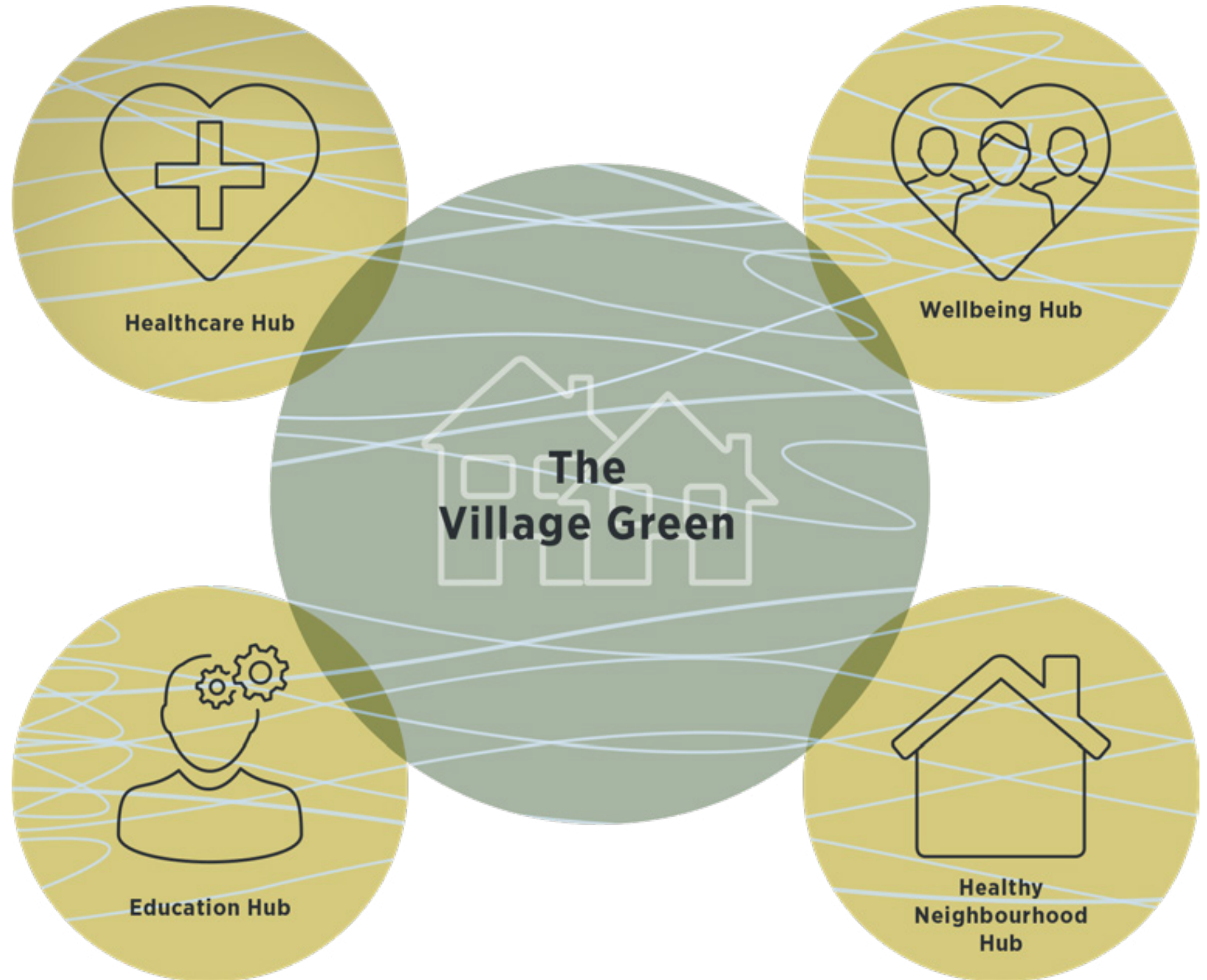
This Section presents the Vision for the Redevelopment Programme and sets out the guiding principles that underpin the Vision.

## THE VISION

Together we aim to build a new high quality and sustainable civic campus where people will want to get well, learn, work, and live rather than just a hospital complex.

It will provide a focal point for the community, with integrated health and social care facilities, high-quality new homes, and access to better education and training alongside more inviting public open spaces.

This transformational development will effect generational change for the North Manchester community, creating new jobs, promoting healthy lifestyles, developing skills and contributing to a zero-carbon environment for the benefit of our local neighbourhood and beyond.



The Campus will comprise:

**Healthcare Hub:**



A new acute hospital and a modern mental health hospital will anchor the Campus and complement the existing intermediate care facility and the new Wellbeing Hub. These new buildings will provide a modern and best-in-class healthcare environment; embracing integration, innovation and technology.

**Healthy Neighbourhood Hub:**



There will be a new neighbourhood offer which will integrate with the wider health and social care proposition, playing its part to help tackle the fight against health inequalities with a focus on healthy ageing. This will include residential uses such as, key worker accommodation, affordable housing, stepdown care and extra care. There will also be the opportunity for new high quality commercial space to support local small and medium enterprises (SMEs).

**Wellbeing Hub:**



This will enable the delivery of modern, integrated community health-care and wellbeing services, responding to the specific healthcare and cultural needs of the local population. The new building will become a destination for the local community, through its mixed service offer, meeting spaces and community café. It will also create an environment for the provision of enhanced services for young people.

**Village Green:**



At the heart of these hubs will be a village green. This will become a high quality outdoor space, acting as a focal point for the Campus. It will feature green spaces, water features designed in a manner that facilitates accessibility for all and which patients, staff, visitors and residents will use as a place for relaxation, exercise, and meeting.

**Education Hub:**



This will allow all education teams to gather under one roof. The new building will provide the space to support the necessary training for staff as well as an insight into future roles. It will be charged with maximising the opportunity for local employment at the site. This might include taking positive action to support local residents to overcome any disadvantage they have by offering additional training and support, and targeting the promotion of opportunities.



## GUIDING PRINCIPLES

The Vision is underpinned by a series of guiding principles:

1. Deliver a modern and integrated health and social care environment
2. Add momentum to the wider economic, social and civic regeneration in North Manchester and maximise social value and inclusive opportunities for local people
3. Create a high quality and sustainable health campus at the heart of the community
4. Deliver high-quality architecture and an attractive, inclusive, safe and unified public realm (including a village green and attractive streetscapes) that provides new social places for the community to meet, exercise and relax
5. Take account of the site's heritage; considering the retention of heritage assets and other features of cultural relevance where possible and fully justifying any changes
6. Promote new connections around the site via new pedestrian and cycle routes which are inclusive and accessible, wayfinding initiatives and secure integration with Crumpsall Park, Abraham Moss and Metrolink
7. Achieve the highest standards of sustainable design and biodiversity net gain to contribute positively to Manchester's zero-carbon ambitions



# 4.0

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## THE DEVELOPMENT FRAMEWORK





# INTRODUCTION

This Section sets out the Development Framework for the redevelopment of NMGH. It provides the overarching principles and parameters for future development at the site. These are intended to guide and inform the preparation of future planning applications.

The section is arranged as follows:

- 1. Development Zones and Land Uses:** principles defining where on the site the different proposed uses would be located
- 2. Quantum of Development:** principles defining approximately how much development is to be located in each zone (m2)
- 3. Building Heights:** principles defining the maximum height of new buildings in each zone
- 4. Architecture and Public Realm:** principles for each of the Development Zones designed to ensure the delivery of high quality buildings and the creation of attractive places
- 5. Green and Blue Infrastructure:** site wide principles for the delivery of high quality landscape and waterscape features
- 6. Sustainable Travel:** principles identifying how pedestrians, cyclists and those arriving by public transport could access and move around the site and how the site could be better integrated into the surrounding neighbourhood
- 7. Movement Strategy:** principles identifying how blue light services, staff, patients and visitors would access the site and a strategy for car parking





## DEVELOPMENT ZONES AND LAND USES

Redevelopment of the Site should deliver a range of facilities and land uses whose co-location and integration should facilitate the highest level of medical care. This is an unparalleled opportunity to build a modern healthcare environment which should not only serve the hospital and patients but also the wider community in Crumpsall and North Manchester.

Investing in a new acute infrastructure provides the potential to deliver meaningful change for the local community. The existing green infrastructure within and around the edges of the site provides a unique setting and an opportunity to use nature as a key ingredient in directly improving healthcare outcomes.

By adopting an innovative approach to redevelopment there is an opportunity to challenge and disprove the long-standing perception of a hospital as a place of illness based on reactive healthcare.

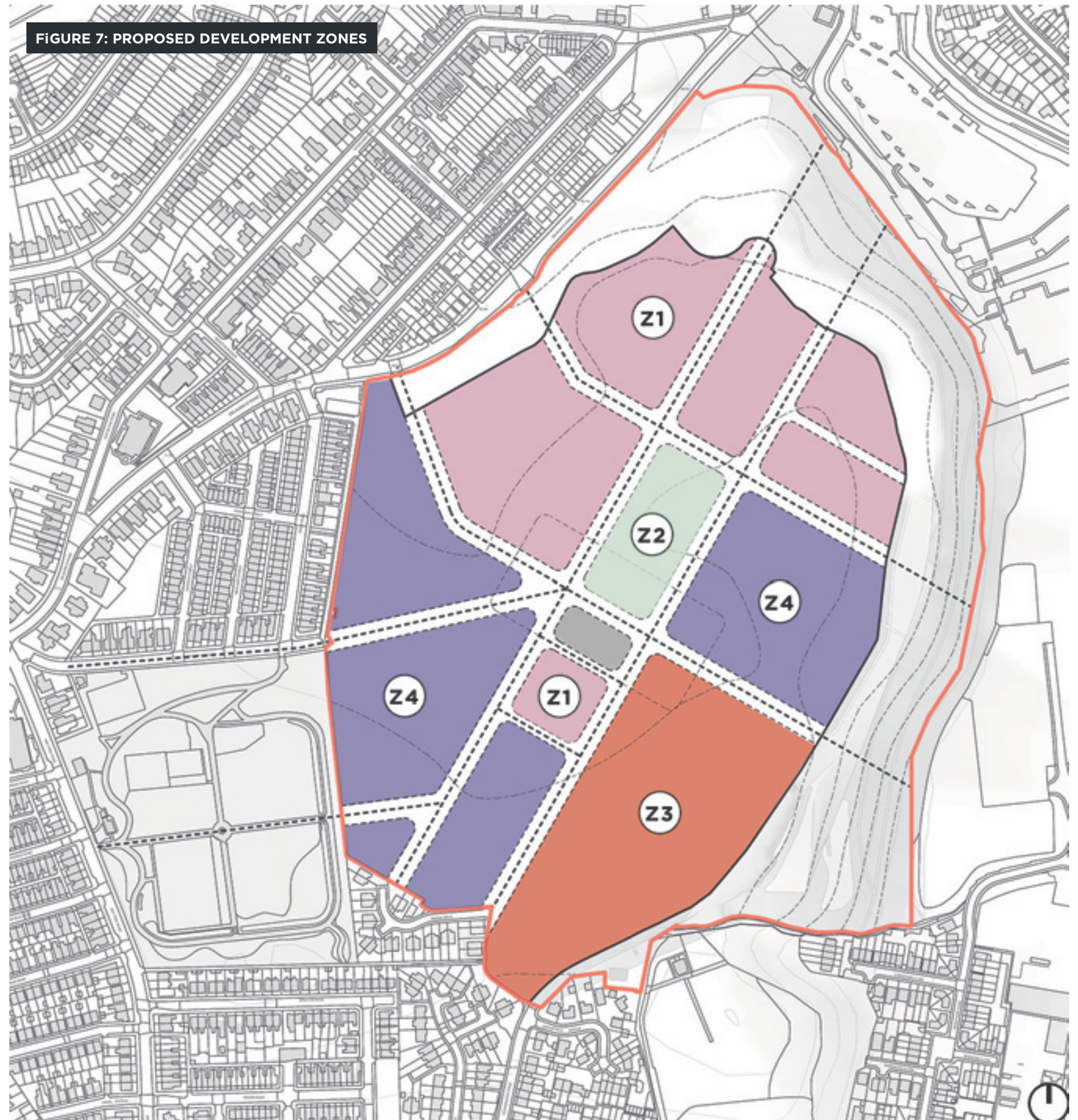
Redevelopment should deliver an outstanding centre of wellbeing with healthy lifestyles promoted through education. An environment which encourages people to visit should be created.

The site boundary includes an Eruv which will remain protected throughout redevelopment. An Eruv is recognised by Jewish law, to allow visitation to the hospital on Shabbat and has significant impact on and relevance for the local Jewish Community.

Table 1 below provides an overview of four Development Zones. Each Hub is described in detail on the pages that follow

**Table 1: Proposed Land Uses**

Zone	Uses
Z1 - Healthcare Hub 1	Acute Hospital, Administration Buildings, Education Hub, Wellbeing Hub and Multi-Story Car Park. Development in this zone should comprise new buildings and (where appropriate) refurbishment and reuse of existing buildings. Within the Acute Hospital, multi-faith areas will be provided including a Shabbat, prayer room and wash facilities in order to support the spiritual wellbeing of staff, patients and visitors.
Z2 - Village Green	A new outdoor space which should act as a central orientation and wayfinding hub and integral clinical and community asset facilitating healthier lifestyles.
Z3 - Healthcare Hub 2	Greater Manchester Mental Health Hospital and Multi-Story Car Park
Z4 - Healthy Neighbourhood Hub	A mixed use neighbourhood which could incorporate a mix of housing (including extra-care / elderly, step down housing, key worker housing and intergenerational living) and commercial accommodation for innovation and enterprise.  Development may include a combination of new buildings and (where appropriate) refurbishment and reuse of existing buildings



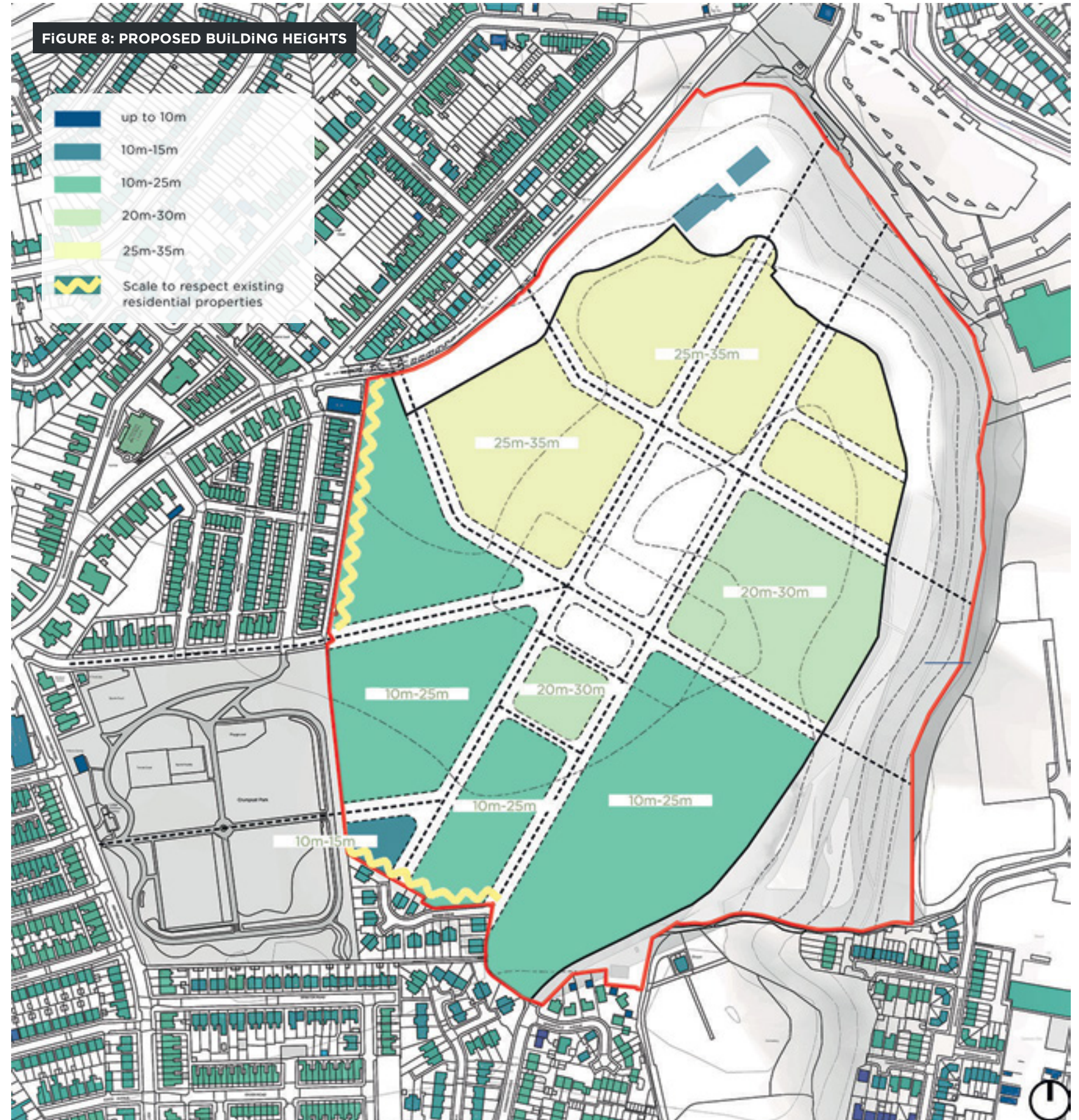


# QUANTUM OF DEVELOPMENT

Table 2 below provides an indication of the quantum of development which could be included within each of the Development Zones. The precise quantum of development should be determined during the detailed design phase and as individual planning applications are prepared and submitted.

**Table 2: Quantum of Development**

Zone		
Z1 - Healthcare Hub 1	Acute Hospital:	c.45,000m <sup>2</sup>
	Education Hub:	c.3,000m <sup>2</sup>
	Health and wellbeing Hub:	c.6,000m <sup>2</sup>
	Admin / FM Building:	c.8,000m <sup>2</sup>
	Car Park:	c.1,000-1,250 spaces
Z2 - Village Green		c.1.8 hectares
Z3 - Healthcare Hub 2	New GMMH Building	c.12,500m <sup>2</sup>
	Future Carpark	c.450 spaces
Z4 - Healthy Neighbourhood Hub	Mixed Uses	c.7 hectares



Indicative maximum building heights for each of the Development Zones have been defined having regard to their position within the site, prevailing topography and relationship with existing residential properties.

There is an opportunity for the creation of taller buildings within Development Zone 1 in the northern area of the site, given the degree of separation to existing residential properties. Development within Zone 1 could be of a similar scale to the existing Accident and Emergency Department.

At the western and southern edges of the site (within Development Zone 4) new residential properties could be up to 3 storeys and of a similar scale to those existing on Westbury Road, Birch Road and Delaunays Road increasing in scale moving further into the site and towards the village green.

Within Development Zone 3, buildings could be up to two storeys in height in the southern areas opposite and adjacent to existing residential properties increasing to 4 storeys further to north.



# ARCHITECTURE AND PUBLIC REALM

## ZONE 1 - HEALTHCARE HUB

Development Zone 1 should accommodate the new acute medical facilities comprising the following:

### Acute Hospital

To incorporate new buildings and (where appropriate) refurbishment and reuse of existing buildings. Facilities could include: Accident and Emergency Department, single multi-purpose Outpatients department, independent Day Case unit, Women's Services, Imaging and Paediatrics.

### Administration Building

An agile and open working environment for an on-site Executive Team, Clinical and Non-Clinical staff, visiting staff from other MFT sites and provision for third party providers.

### Education Hub

The Education Hub should be contiguous with the Acute facility but have a dedicated front door. Services could include Café, Restaurant, Community Hub, flexible seminar & lecture spaces, Library, Clinical Skills, Office Accommodation, Computer Facilities and ancillary and FM provision.

### Wellbeing Hub

A modern healthcare facility providing wellbeing services which respond to the specific healthcare needs of the local community. This facility should provide integrated care across the public sector services and with wider VCSE provision. The Wellbeing Hub should be a destination for the local community, through its mixed service offer, meeting spaces and community café. It should create an environment and facility which allows enhanced levels of service provision for younger people. It should be located adjacent to, overlook and be integrated with the Village Green.

### Multi-Storey Car Park

A c1,250 space multi-storey car park to serve primarily this zone incorporating blue badge provision and cycle hub.

## FRONTAGE AND ENTRANCES

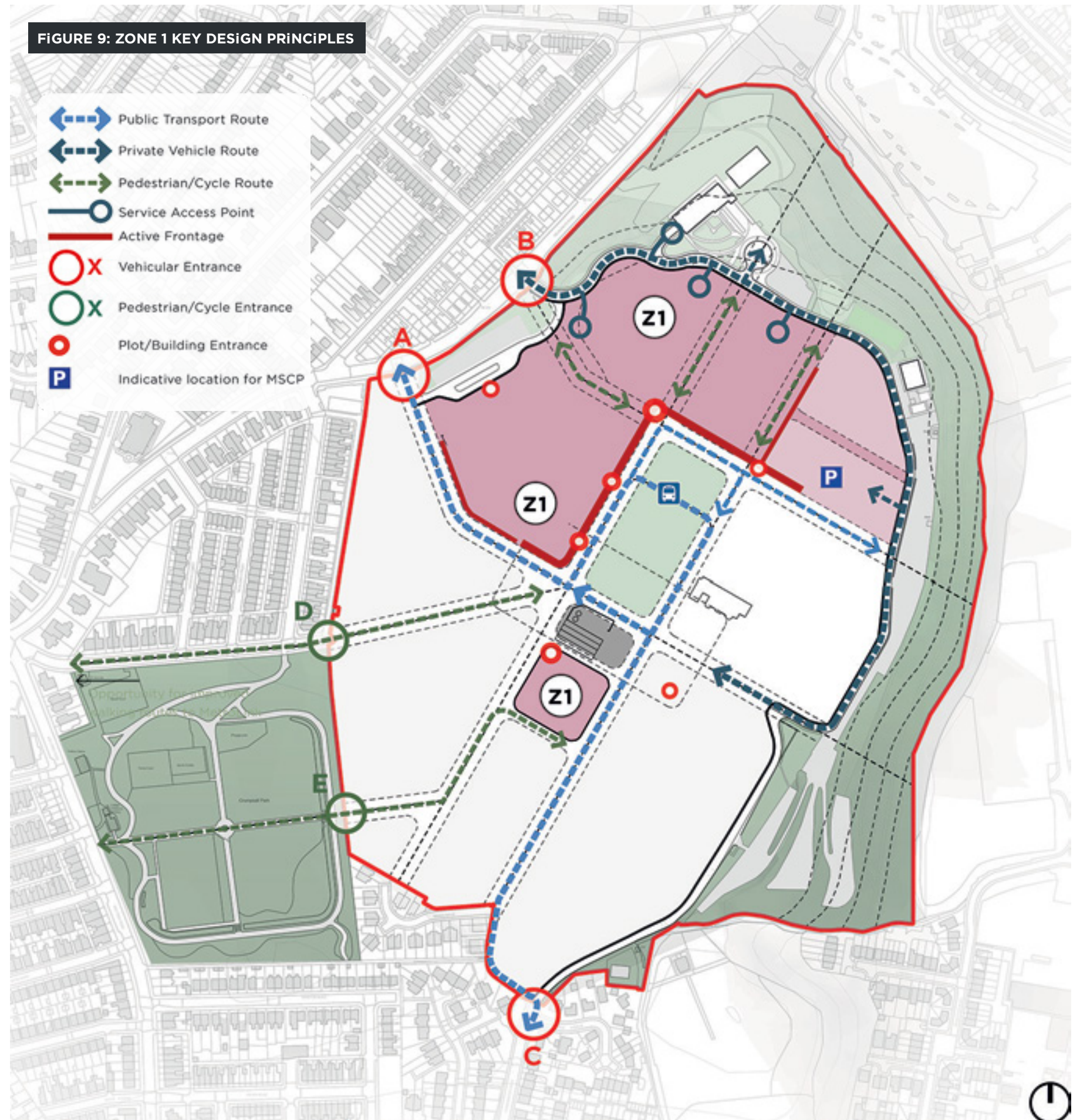
Development within this zone should be built around, enclose and activate the Village Green. Building entrances should be accessed directly from the Village Green.

Active frontage should be maximised in this zone, particularly adjacent to the Village Green with appropriate ground floor uses such as reception areas, circulation spaces and retail / commercial space incorporated into new buildings.

Within retained buildings, opportunities to reconfigure space at ground floor level should be explored to ensure that existing accommodation addresses the Village Green and Spine Road wherever possible.

Opportunities to remodel existing elevations to create activity and interest should also be explored wherever possible.

Consideration should be given to the incorporation of weather protection into building designs along key external pedestrian routes such as between the MSCP and Acute hospital.





## ARCHITECTURAL LANGUAGE

### Acute Hospital / Education Hub / Wellbeing Hub

New buildings should demonstrate a high standard of architectural design and quality with use of appropriate materials. Careful consideration should be given to the external treatment of retained buildings / elevations to ensure an appropriate transition from old to new.

The building should be welcoming, modern and innovative. It should use a palette of materials, which acknowledge the position of the building within townscape and the existing (and proposed) natural landscape.

A mixture of modern and innovative materials such as textured GRC and high-performance glazing could be used alongside a complementary palette of brickwork, timber and coloured metals.

### Administration Building

The palette of materials should compliment the adjacent hospital with similar materials utilised in a different method of construction, colour or texture to suit the typology. This will ensure the buildings complement one another as a cohesively designed family of structures.

### Multi-Storey Car Park

The multi-storey car park could be a large building without fenestration. The detailed design stage should explore opportunities to break down the elevations both horizontally and vertically.

Consideration could be given to facade materials which provide depth and interest such as metal mesh which can offer opportunities to create subtle but dynamic patterns. Similar materials could be utilised to visible plant areas on the proposed hospital to create a visual / aesthetic connection.

## SERVICING

External servicing should be designed to protect the main public circulation routes and Village Green area from larger vehicles. This could be achieved by segregating servicing from public and clinical areas by locating external servicing areas to the rear of buildings and by ensuring access is via the perimeter service road.

## PUBLIC REALM / GREEN INFRASTRUCTURE

Opportunities to maximise the integration of the internal and external environments should be explored during detailed design.

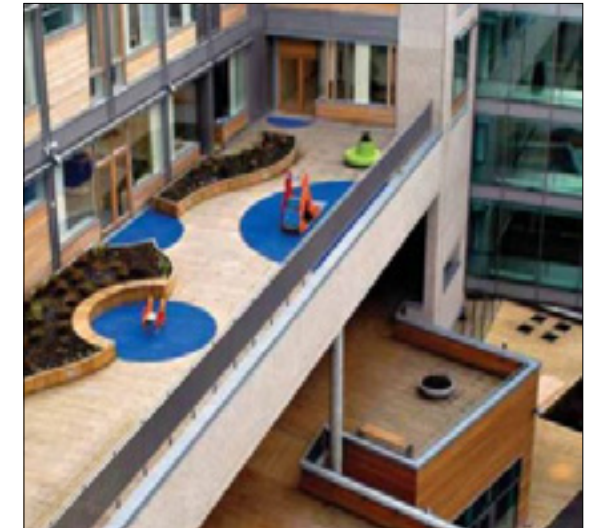
Each ward should have direct level access to external courtyard areas to assist with rehabilitation, healing, and respite process. Detailed designs should also seek to incorporate features such as green routes which allow movement between buildings, the Village Green and existing woodland areas to promote the use of the outdoors as part of the rehabilitation process.



St Olav's Hospital | Trondheim



Alder Hey Hospital | Liverpool



St Olav's Hospital | Trondheim



FIGURE 10: INDICATIVE VIEW TOWARDS ACUTE HOSPITAL ENTRANCE



## ZONE 2 - VILLAGE GREEN

The Village Green should be an inclusive and publicly accessible open space for patients, staff, visitors and members of the wider community. The Village Green would be at the heart of a new immersive healing landscape with design features reflecting the diversity of the local community.

With a core area similar to the central green space at Manchester Royal Infirmary, the Village Green should be focal point of the redevelopment around which all of the hospital functions are located. The space should allow visitors to orientate and navigate to different locations within the site.

A network of clear, attractive and safe walking routes should be incorporated into the space for use by recuperating patients, staff, patients and the local community. Paths should be of adequate width to accommodate patients in beds and wheelchairs.

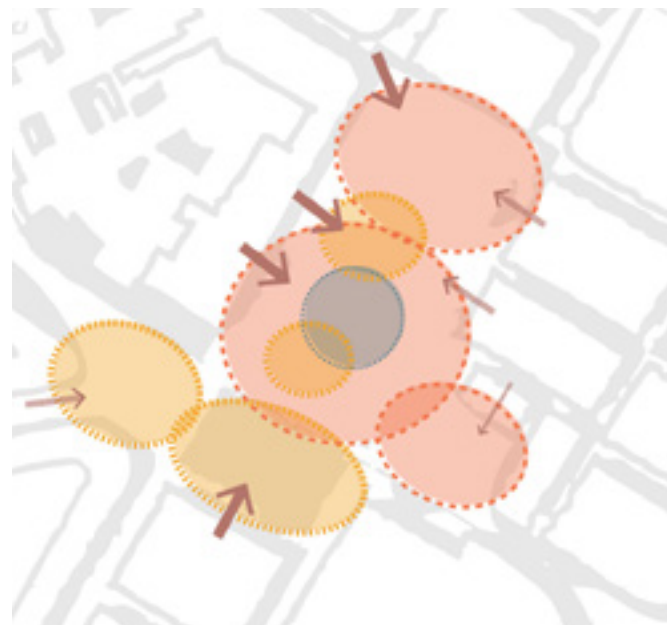
This landscaped space should include native planting, rainwater swales, and water attenuation features. It should also incorporate cycle storage, public transport drop off facilities and parking for the disabled.

Other uses which could be included within the Village Green include multi-use games areas, children's play areas and outdoor fitness facilities. Small scale pavilion-type buildings could also be incorporated within the space providing facilities for the local community such as cafes and other meeting spaces.

The Village Green could also become a canvas for programmed community events such as musical / theatrical performances or pop-up food markets.

There is the opportunity for the Village Green to perform a variety of functions to cover the development principles noted opposite.

**FIGURE 11: VILLAGE GREEN INDICATIVE ZONING**



- Re-engage
- Relax
- Recharge

## THE VILLAGE GREEN



Pavilion



Community events and pop up facilities



An integrated healing landscape



Water Features



Community events



A landscape for rehabilitation and relaxation





Interactive play-facilities



Outdoor play / fitness facilities for the community



Indicative illustration of play facilities



Play facilities



Play facilities



Outdoor play and fitness facilities for the whole community



Activity and stimulation for all age-groups



Range of activities



Play facilities



Community performances



## ZONE 3 - HEALTHCARE HUB 2

This Development Zone should accommodate a new mental health hospital, which will be delivered by GMMH. Land should also be safeguarded for the construction of a multi-storey car park in the future.

MFT's current facility, Park House, is located to the western edge of the wider North Manchester General Hospital site and will be replaced by the new GMMH.

The new hospital will comprise adult acute wards, older adult wards, an assessment ward, Psychiatric Intensive Care Unit (PICU) and Section-136 (S136) Suite.

The wards will be supported by a range of facilities for patients and visitors including therapy facilities, visitor facilities, café and shop. Staff facilities will comprise a staff welfare space and office, admin and facilities management spaces.

### FRONTAGE AND ENTRANCES

The main entrance to the building should be located to the West facing the village green with active frontage along the West elevation to complement the adjacent Neighbourhood Hub.

The nature of this typology requires direct access to secure gardens while maintaining a safe / secure environment and as such, enclosure by secure fences or walls is essential. Methods to create interest and activity to these elevations should be sought while maintaining the security required.

The northern and eastern elevations of the building should seek to take advantage of views to the woodland area beyond.

### SERVICING

Servicing should be to the South and West of the plot benefiting from direct access from the southern site entrance.

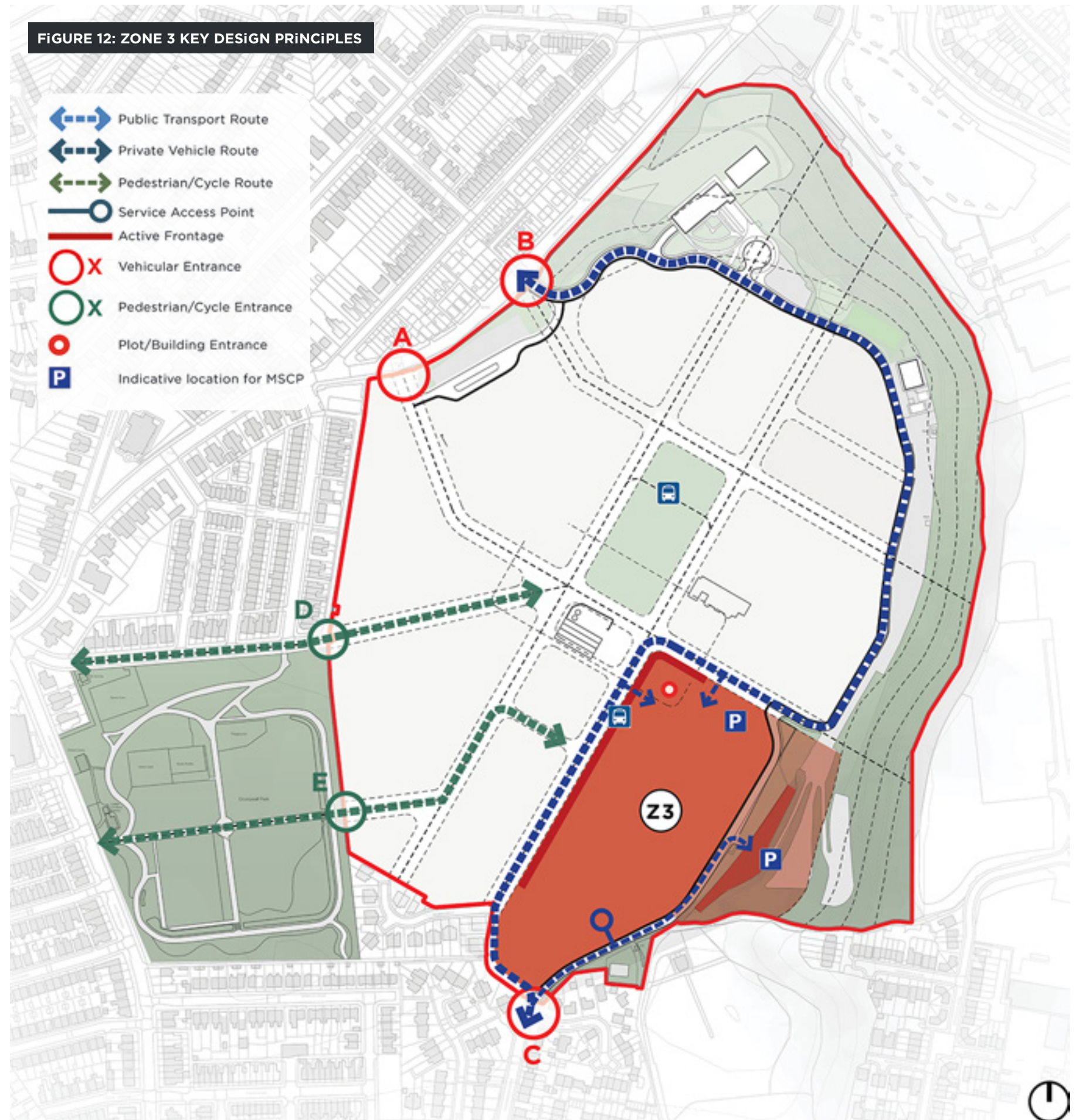
### PUBLIC REALM / GREEN INFRASTRUCTURE

The design of landscaped areas within this Development Zone should seek to provide calming therapeutic outside spaces for service users.

Throughout the building, each ward could have direct level access to external courtyard gardens to assist healing process. Dedicated therapy gardens could be provided to support service user recovery.

Existing trees on site should be retained or replaced as outlined in the Green Infrastructure section to provide a positive aspect for service users.

FIGURE 12: ZONE 3 KEY DESIGN PRINCIPLES





## ARCHITECTURAL LANGUAGE

### GMMH

The building should be welcoming, therapeutic and calming. The palette of materials should be traditional and robust. Simple materials such as brick (1) and render (3) could be used. The use of brickwork would provide reference to the existing buildings on site. Feature window panels could be incorporated to add rhythm and colour to the elevations.

Opportunities to emphasise the entrance area and its engagement / activation of Village Green should be explored. The use of reflective / metallic materials [2] could provide a contrast to the main brickwork and provide opportunities for the incorporation of bespoke patterns / designs.

### Multi-Storey Car Park

The multi-storey car park could be a large building without fenestration. The detailed design stage should explore opportunities to break down the elevations both horizontally and vertically.

The use of façade materials which provide depth and interest such as metal mesh can offer opportunities to create subtle but dynamic patterns which change depending on the angle they are viewed and the location of the sun.



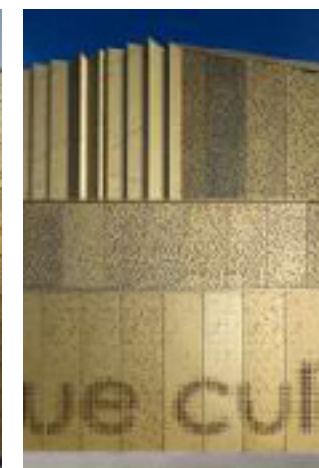
1. Brick



2. Render



3. Reflective / metallic materials



Indicative view towards hospital entrance



## ZONE 4 - THE HEALTHY NEIGHBOURHOOD

The Healthy Neighbourhood Zone should be a mixed use area which meets the needs of a culturally diverse local community; bringing together residential and commercial uses along with social infrastructure. It should encourage social inclusion and community spirit with a core theme that promotes healthy ageing.

It could provide a range of types of housing to meet differing requirements (including apartments and townhouses) across a range of requirements including:

- Key worker housing
- Extra care housing
- Elderly care housing
- Step-down housing
- Intergenerational housing.

It should also create a commercial offer that has a focus on healthy ageing and provides flexible accommodation suited to companies in different stages of evolution. This would attract businesses and R&D uses to locate themselves at the Site and become the focal point for further development and activities of the Healthy Neighbourhood.

### ARCHITECTURAL LANGUAGE

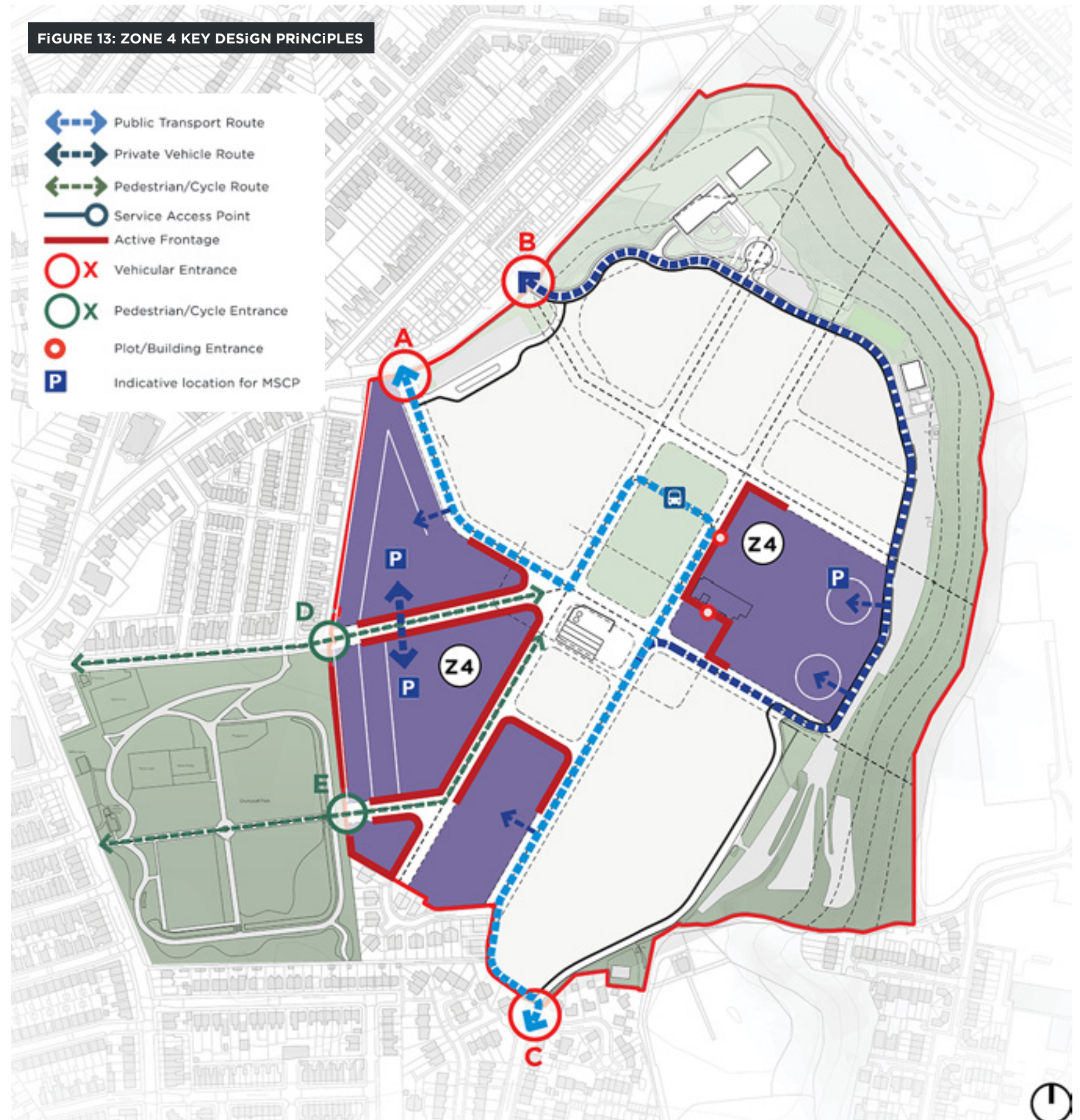
There is an opportunity for the residential areas to accommodate a range of housing typologies including terraced housing, townhouses and apartments.

Development should enhance the character and appearance of the neighbourhood drawing reference from and being sensitive to the existing residential properties. Appropriate materials could include brick, render and timber cladding. There is also an opportunity for alternative materials to be justified.

Housing should be of lower, domestic scale (2-3) storeys along the existing road frontages to Westbury Road and Magna Drive. There is an opportunity for an increased scale of development moving further east and north (see Figure 7). Taller feature buildings could be incorporated on street corners to aid legibility and wayfinding.

Opportunities for the reuse of existing buildings within the eastern section of this zone (adjacent to the Village Green) should be explored and incorporated where it is feasible and appropriate to do so.

FIGURE 13: ZONE 4 KEY DESIGN PRINCIPLES



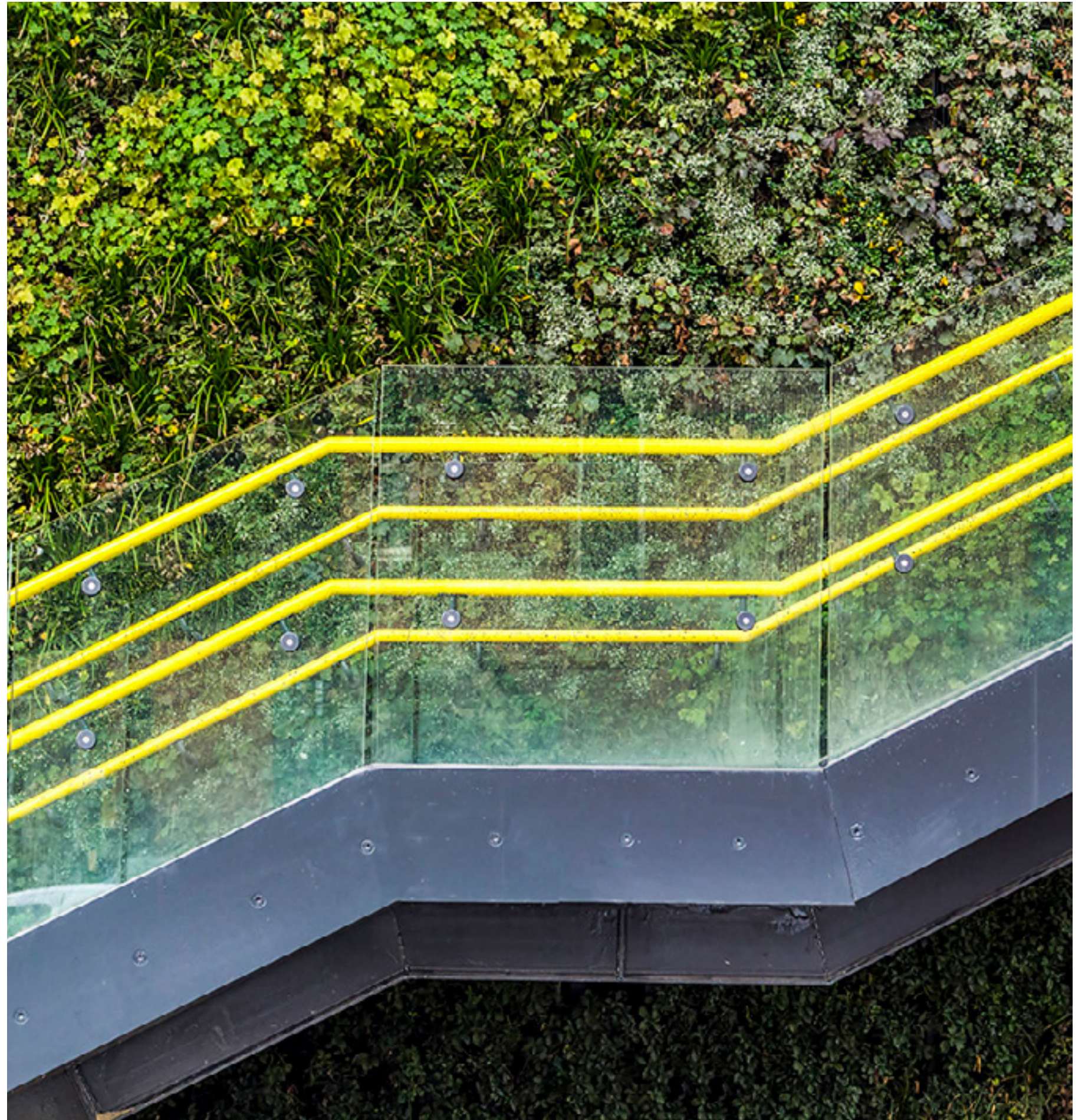


### FRONTAGE AND ENTRANCES

To the northern / eastern part of the zone, the primary frontage and entrances should address the village green. The retained building indicated could also be developed / extended to provide an entrance opportunity to this plot.

The pedestrian routes established from Crumpsall divide the southern / western part of the zone into development plots. These routes are considered essential to developing strong linkages between the Site and existing residential communities; active frontages should address these streets where possible.

Indicative access / entrance points to each plot are illustrated. Vehicular access should predominantly be from the the southern site entrance and the central spine and not via the existing residential streets. Active frontages onto Crumpsall Park will offer light and surveillance to this space and encourage movement through the park to the NMGH site.





## SERVICING & PARKING

The plots should be serviced as illustrated on the diagram's on the preceding page. The network of roads proposed around these plots will permit some flexibility, but the primary pedestrian routes illustrated should be kept free of service areas as noted above.

Parking provision will be different depending on the housing typology. Stepdown housing and housing for the elderly will have different requirements from intergenerational housing and the mix proposed will drive the requirements for on plot parking. The nature and quantum of car parking provision to be provided with each type of housing should be determined at planning application stage.

## PUBLIC REALM / GREEN INFRASTRUCTURE

It is envisaged that allotments could be located within this zone. They are a place for the residential community to spend time learning about growing and producing their own food and the psychological and wellbeing benefits extend to both patients in short-term rehabilitation and residents in the long-term assisted living community. Input from residents in Crumpsall and local community groups would enhance links between the public and the NMGH site and offer voluntary work and small business opportunities.

Rainwater collection within the allotments and from the roofs of surrounding residential properties would offer a means of irrigation for the food growing programme. Activity areas within the zone and adjacent village green would promote active living.

## DESIGN PRINCIPLES

Future planning applications will be expected to be accompanied by detailed proposals for all buildings (if detailed permission is sought) or a Design Code (if outline planning permission is sought). The key design principles to which detailed proposals should respond include the following:

- All residential accommodation should be designed to meet the requirements of the Manchester Residential Space Standards and Manchester Residential Quality Guidance 2017
- New buildings should be arranged to overlook, activate and provide natural surveillance of adjoining existing streets and proposed streets, together with Crumpsall Park
- Entrances to new buildings should be provided on the primary (front elevation) wherever possible in order to provide further activation to the street-scene
- Within the residential areas, opportunities to 'pair' front doors to encourage chance meetings between neighbours should be explored
- Safe, secure and well-lit pedestrian routes should be provided through the zone on an east-west axis between the Village Green and Crumpsall Park
- Where residential development is proposed, a minimum separation distance of c.18 metres to the elevations of residential properties opposite on Westbury Road and Magna Drive should be provided. Reduced distances may be considered appropriate where the internal layout of houses minimises the potential for overlooking
- Residential plot boundaries should be visually permeable where possible to encourage interaction between neighbours
- Car parking spaces should ideally be provided immediately outside individual houses or within communal parking areas. Where parking is required to be accommodated within the street, opportunities for shared surfaces should be explored
- Electric vehicle charging points should be provided to all car parking spaces
- Space for the secure storage of bicycles should be provided within the curtilage of individual dwellings to the rear of the property and where possible, storage should be considered as part of the design and integrated within the dwelling. Facilities for the secure storage of bicycles of each apartment should be provided on a ratio of 1:1
- Facilities for the storage of refuse should be provided to the rear of individual properties or, where this is not possible, into the design of individual houses or apartment buildings. Levels of provision should meet with the requirements of MCC Waste Storage and Collection Guidance.



1. Town houses



2. Intergenerational Living



3. Extra care housing



4. Elderly care housing



5. Key worker housing



6. A landscape for rehabilitation and relaxation



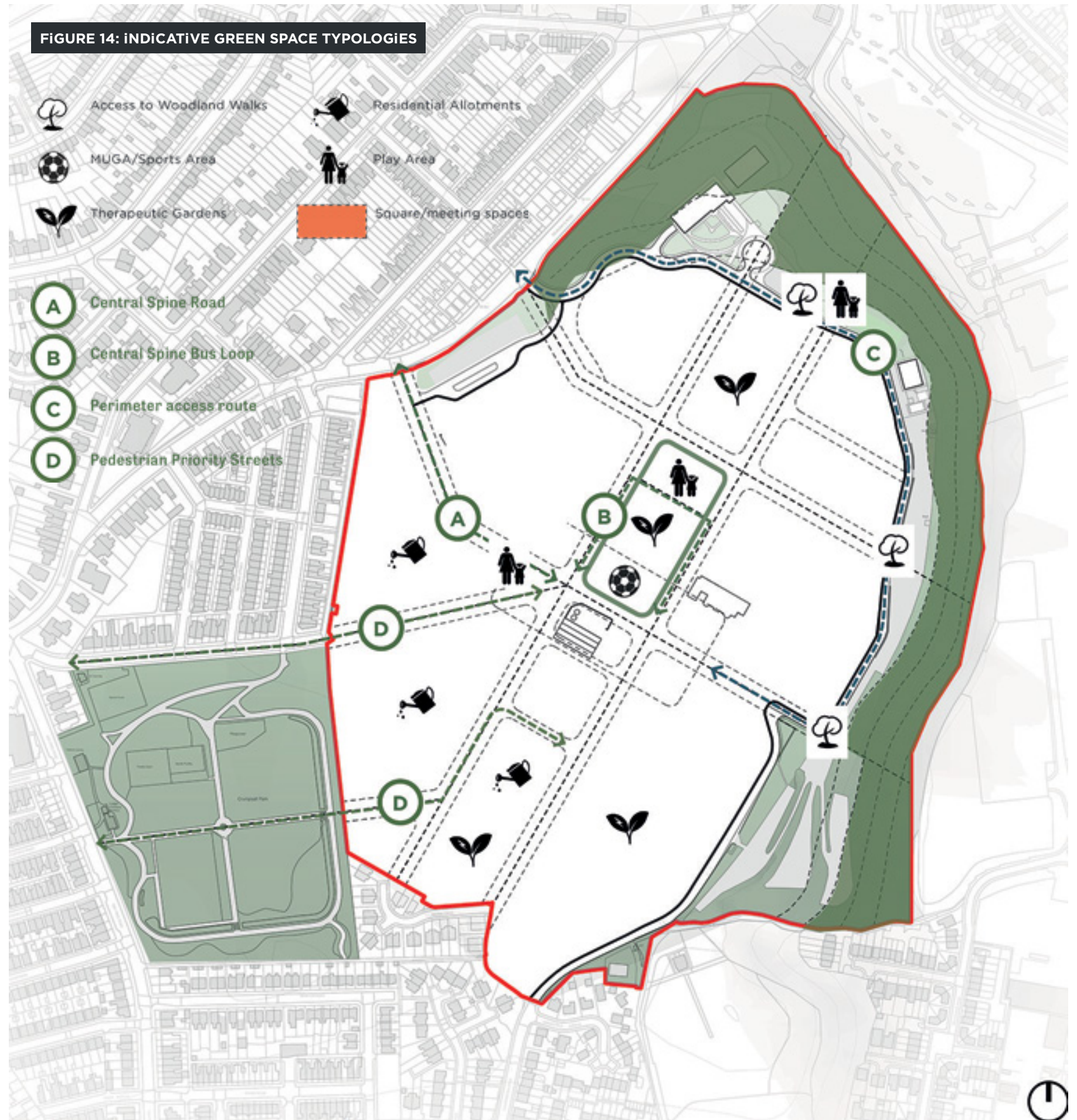
# GREEN AND BLUE INFRASTRUCTURE

Delivering stronger integration of the internal and external environments is a fundamental objective of this SRF.

The established Green Infrastructure in and around the site presents a unique opportunity to place nature at the heart of the redevelopment.

The protection of existing Green and Blue Infrastructure and the incorporation of additional features has a vital role to play in creating attractive places, delivering a net-gain to bio-diversity and supporting better health outcomes.

**FIGURE 14: INDICATIVE GREEN SPACE TYPOLOGIES**





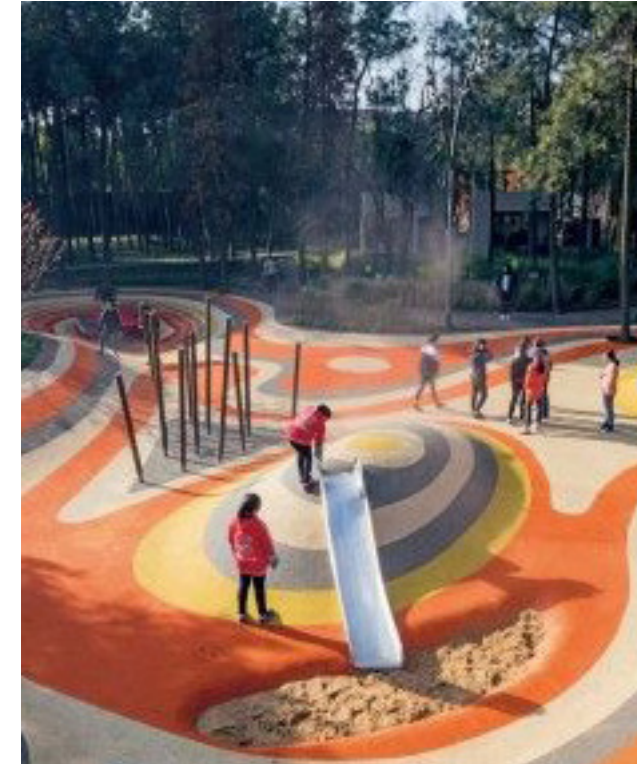
## GREEN INFRASTRUCTURE

Future landscape strategies should be designed in accordance with the following core principles wherever possible;

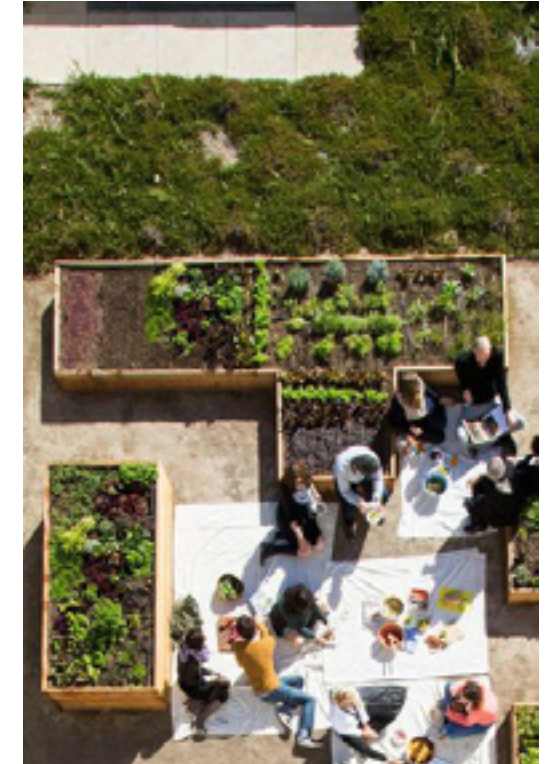
- All new areas of public realm should be designed to be inclusive and accessible to all, including the mobility and sensory impaired
- Existing trees on site should be retained wherever possible and appropriate and integrated into the development
- Any tree loss should be mitigated on a 3:1 replacement basis; as a minimum
- Each individual phase of development and the redevelopment of the site as a whole should seek to deliver a net gain to biodiversity
- The existing woodland should be integrated into any redevelopment proposals and strategies for its long term management and use presented within detailed planning application
- Opportunities for the incorporation of various types of green space and green infrastructure should be explored and incorporated in to detailed proposals wherever possible. The incorporation of the following types of spaces should be considered
- Informal green spaces to the front of and between buildings should be provided where possible, providing a natural setting for the built environments
- Landscaped edges should be provided to principal vehicular and pedestrian routes within the site, helping to frame and enhance individual routes
- Formal gardens and lawns, such as within the Village Green – providing places to relax, reflect and play
- Allotments – providing an opportunity to experience the health and wellbeing benefits of growing produce
- Woodland – The existing woodlands should be managed and extended with access encouraged to create a mosaic of walks, and exercise trails for patients, staff and the wider community. Opportunities to create footpath / cycle connections to the River Irk should be explored.



Accessible Allotments



Play Areas



Community Gathering Spaces



Grow Zone



Activity Spaces



Biodiversity



Access to the River Irk Valley



Walking and Running Routes



## BLUE INFRASTRUCTURE

Water and its sustainable management should be a key consideration in the landscape strategy for the site.

Detailed designs should seek to maximise the opportunity for rainwater collection within the site using the Sustainable Urban Drainage (SUDs) methods, to:

- Reduce the quantity of surface water run off especially during times of major rainfall
- Create opportunities for surface water reuse i.e. as water bodies for leisure and relaxation or for use on allotment plots
- Create green streets that provide attractive and calming places for people that support principles of healthy landscapes and concepts of wellness and healing.

Sustainable Urban Design features could include:

- SUDs corridors or swales located adjacent to roads and footways running through the site
- Water detention basins (or ponds) which could provide storage in the event of major rainfall events whilst also contributing to the creation of a wider healing landscape
- Intensive and extensive roof gardens which would assist in slowing run off and providing opportunities for water reuse
- The use of appropriate hard surfacing and paving materials in public areas.



Intensive Roof Gardens



Illustrative view of balancing pond for attenuation



Street Swales



Illustrative view of swales along hard landscaped routes



Intensive Roof Garden



Walking and Running Routes



# SUSTAINABLE TRAVEL

The Site benefits from several public transport stops and the surrounding area provides opportunities for pedestrians and cyclists to access the Site.

However, many of the hospitals staff, patients, and visitors still travel by private car. Recent surveys indicate that over 70% of staff, patients and visitors travel to the Site by car as single occupant.

Travel Mode	Staff Existing Modal Split (%)	Patient and Visitor Existing Modal Split (%)
By car, as single occupant	71.8	46.3
By car, lift sharing	6.7	34.9
Walk	2.4	2.8
Cycle	1.6	0.2
Other private transport	0.9	3.6
Bus	3.6	7.3
Metrolink	1.2	1.7
Other public transport	1.1	3.2

The Redevelopment Programme provides the opportunity to transform habits and MFT is committed to reversing the reliance on the private car and promoting a more sustainable transport strategy for the site.

To achieve this, MFT will prepare and adopt a robust Green Travel Plan that will establish a suite of measures and initiatives to encourage the uptake of the sustainable transport options and dissuade private car use.

This will be prepared in partnership with Manchester City Council and Transport for Greater Manchester (TfGM). This plan will provide an agreed transport strategy for ongoing development of the campus and it will aim to reduce the number of single occupancy vehicles travelling to the Site.

The Green Travel Plan will include a suite of initiatives, including:

Car Share & Parking Permits	Public Transport & Park and Ride	Walking & Cycling	Communication & Marketing	Development & Engagement
 Staff Parking Permits Policy	 Public Transport Loan	 Wayfinding Signage	 The Travel Website	 Travel Plan Co-Ordinator
 Increased Car Share Spaces	 Staff Ticketing Discounts	 Route Planning	 Internal Publications	 Partnership with TfGM & Manchester City Council
 Car Sharers discount and priority	 Free Park & Ride Service	 Cycle to Work Scheme	 Regular Events	 Forum
 Electric vehicle charging		 Cycle Storage & Shower / Changing Facilities	 Patient Leaflets	 Travel & Car Parking Group

MFT will be responsible for managing the Green Travel Plan. This will involve regular travel surveys to monitor travel behaviour and to review progress against modal shift targets. Where targets are not met, remedial actions will be proposed, agreed and then monitored for effect.

The Green Travel Plan should be provided alongside each planning application for development at the Site. Future applications will be expected to explore the potential for pedestrian / cycle routes between the Campus and public transport facilities to be enhanced.



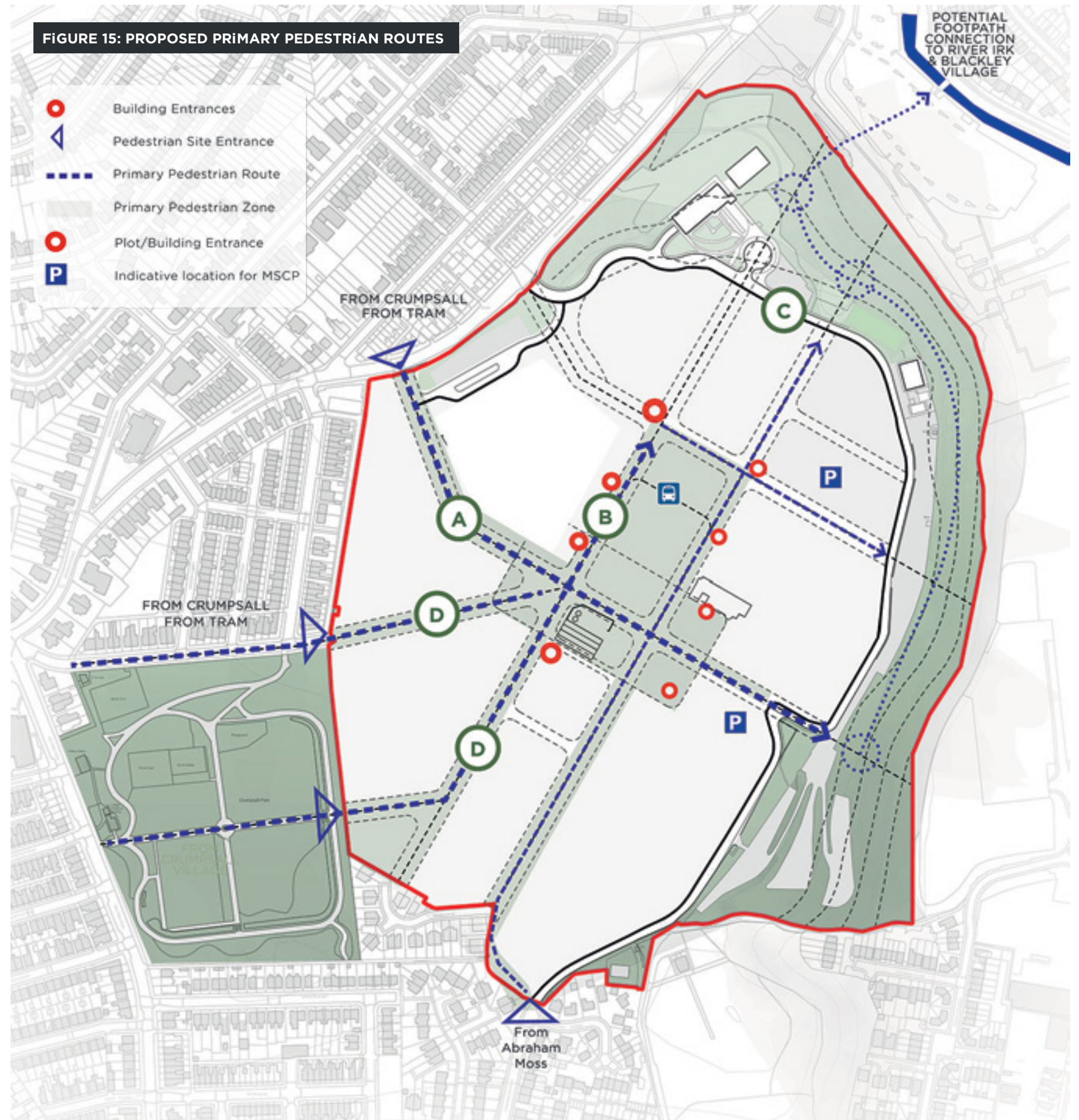
# MOVEMENT STRATEGY

## PEDESTRIAN ACCESS AND CIRCULATION

Ensuring that patients, staff, visitors and other members of the wider community are able to access the site safely without using a private car is a key objective. To achieve this:

- Access for pedestrians / cyclists into the site from the West and South should be provided from Westbury Road, Delaunays Road and Crescent Road
- Dedicated footways, cycle-ways and shared surfaces should be incorporated into the street hierarchy with appropriate provision made within the design to facilitate ease of access for the mobility and sensory impaired
- Opportunities to introduce other dedicated routes for walking and running within the site, particularly within the woodland area on the eastern boundary, and to connect the site into wider recreational initiatives should be explored during the preparation of individual planning applications
- Facilities for the secure storage of bicycles should be incorporated within the village green and other appropriate locations close to the entrances to individual buildings
- Opportunities to improve existing pedestrian/ cycle linkages to existing bus stops and Crumpsall and Abraham Moss Metrolink Stations should be explored during the preparation of individual planning application
- Access for buses and taxis into the site should be provided off Delaunays road
- The provision of bus stops and taxi drop-off points should be focussed around the Village Green. Opportunities for provision of bus stops elsewhere within the site should also be explored in order to facilitate convenient access to the various facilities
- Opportunities to improve wayfinding throughout the site for all users should be explored and should include initiatives such as signage and paving along with digitally-led solutions.

- (A)** Central Spine Road
- (B)** Central Spine Bus Loop
- (C)** Perimeter access route
- (D)** Pedestrian Priority Streets



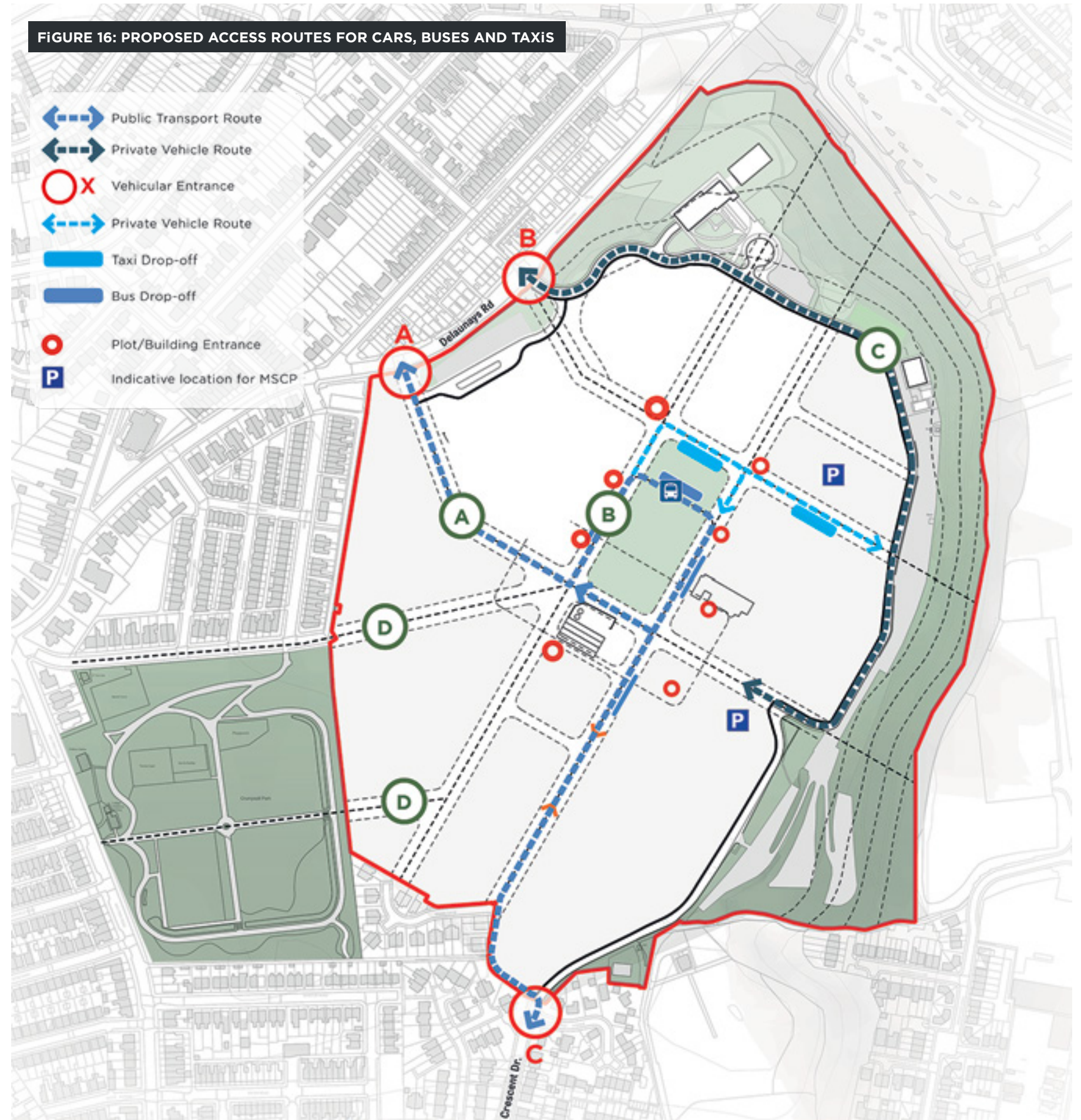


## VEHICULAR ACCESS & CIRCULATION

The NMGH site will continue to receive a large number of different types of vehicle throughout the day and night and it is important that the flow of traffic is managed in an appropriate manner in order to ensure ease of access and avoid conflict between different types of user.

- Vehicular access to the site for patients, staff, visitors should be provided from Entrance A, B and C with movement through the site restricted to the perimeter access route providing access to the multi-story and surface car park options
- Vehicular access and egress to / from the site for blue-light services should be provided from Delaunays Road (as existing). A second blue light route from the southern entrance using the perimeter access route should be provided. This could also function as the fire tender route
- Vehicular access to and egress from the site for facility management vehicles should be provided from Delaunays Road with the movement of vehicles restricted to the perimeter access road
- Vehicular access to the Neighbourhood zone should be provided from vehicular entrance points A and C with smaller pedestrian priority access roads to be established of the Public Transport Route.

FIGURE 16: PROPOSED ACCESS ROUTES FOR CARS, BUSES AND TAXIS



- A** Central Spine Road
- B** Central Spine Bus Loop
- C** Perimeter access route
- D** Pedestrian Priority Streets



## CENTRAL SPINE ROAD

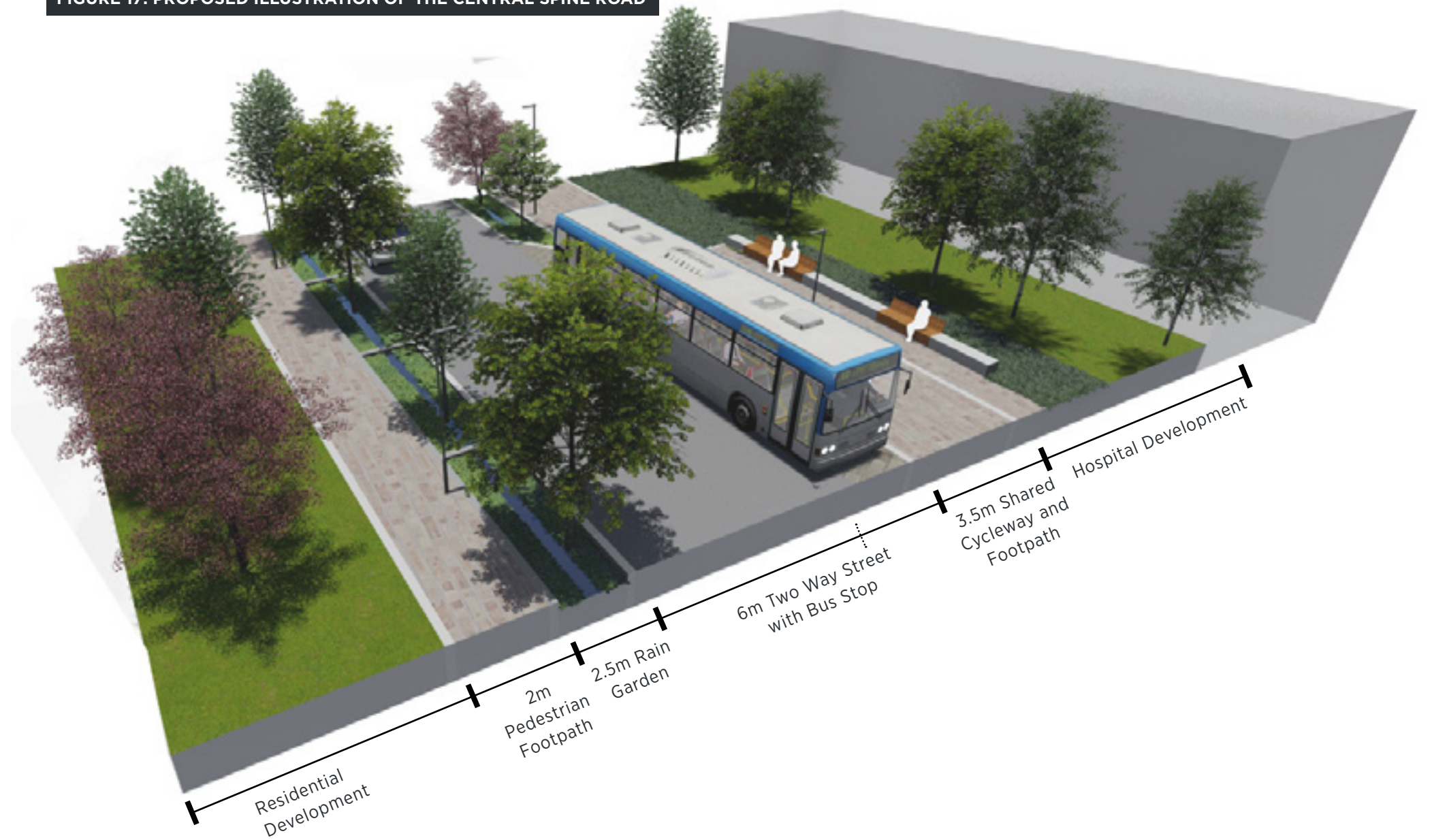
The Central Spine Road will be main public transport route into the site. Connecting the main hospital site at Delaunays Road, then passing to the south of the existing hospital and north of the proposed neighbourhood zone before entering the Village Green, the Central Spine Road should set the scene for visitors as a key gateway into the site.

It should have a generous width to allow two-way traffic, boulevard street trees, wide pavements, a segregated cycleway and roadside water gardens and swales.

The combination of a high quality landscape and segregated routes for walking and cycling should create a safe, calm environment for those travelling to the hospital on foot or by bicycle.

The Central Spine Road should also include clusters of street furniture and, shelters and bus stops.

FIGURE 17: PROPOSED ILLUSTRATION OF THE CENTRAL SPINE ROAD





## CENTRAL SPINE BUS LOOP

The central spine bus loop should enclose the Village Green area and be restricted to those arriving by public transport or taxi, those requiring blue badge parking facilities and those dropping off / picking up.

The one-directional loop should have a landscaped character which complements the Village Green and which incorporates planting zones between the roadway / footway / building frontages.

FIGURE 18: PROPOSED ILLUSTRATION OF THE CENTRAL SPINE BUS LOOP

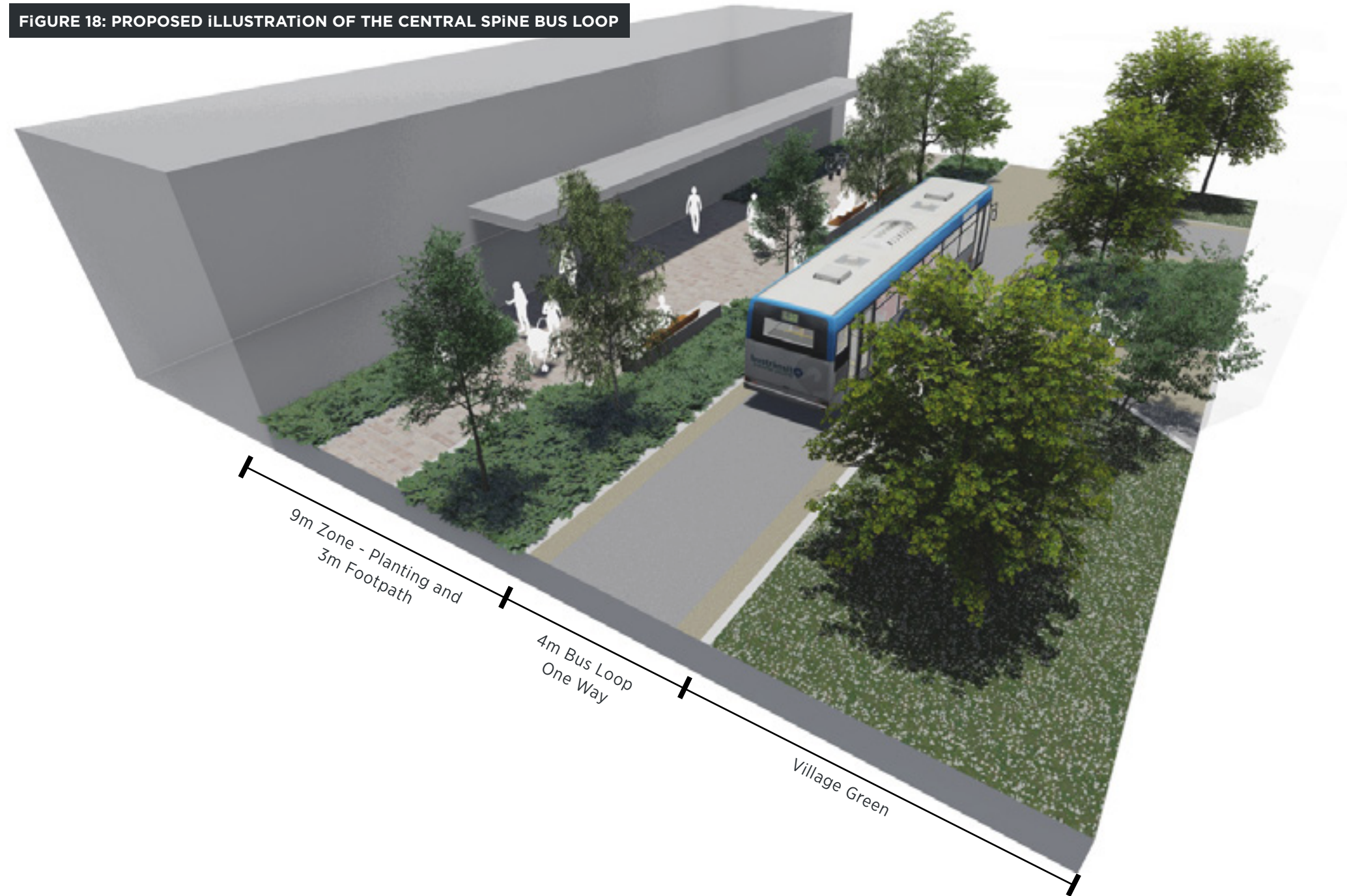




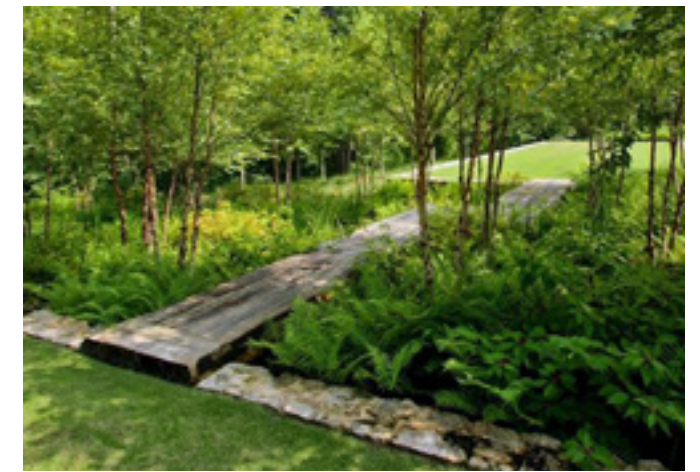
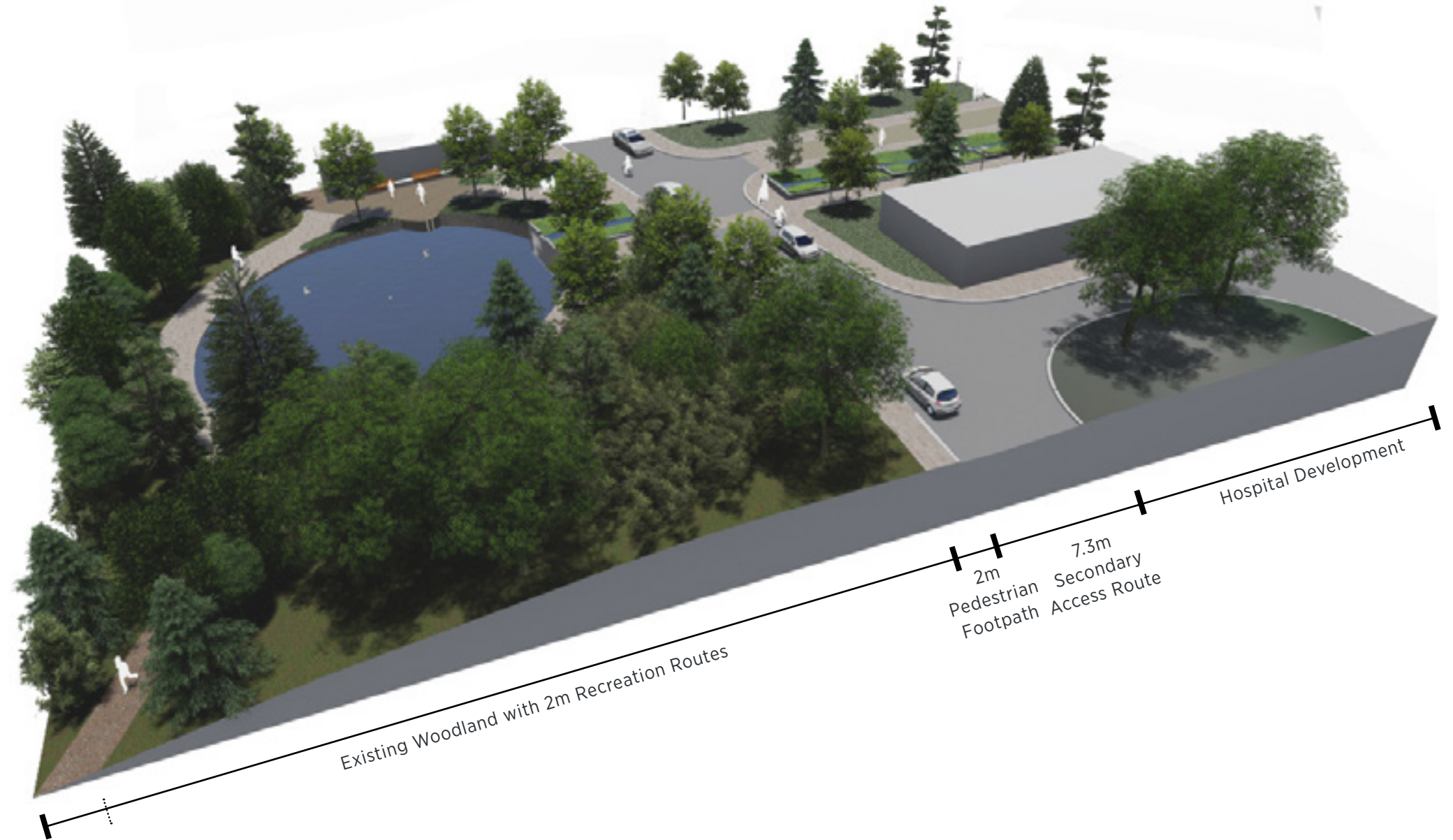
FIGURE 19: PROPOSED ILLUSTRATION OF THE PERIMETER ACCESS ROUTE

### PERIMETER ACCESS ROUTE

A perimeter access road should connect Delaunays Road to the north and Crescent Drive to the south. The road should provide the main vehicular route for private cars and service vehicles accessing the hospital. It should also form part of the access route for blue light vehicles.

It should provide a vehicular carriageway of appropriate width and pedestrian foot-ways.

The perimeter access route will also provide entrance points to the adjacent woodland where walking and cycle trails could be provided.

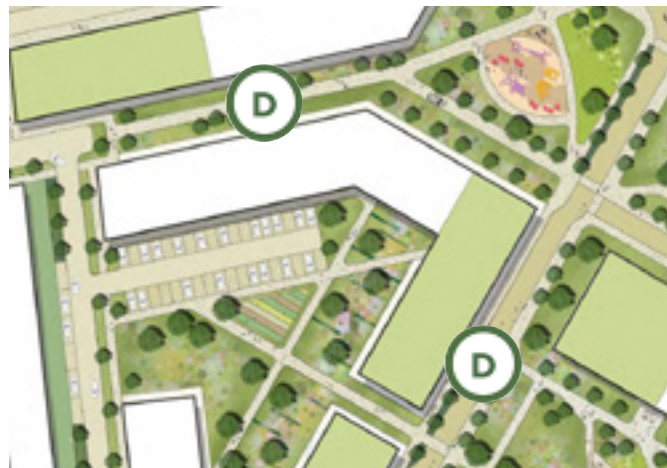
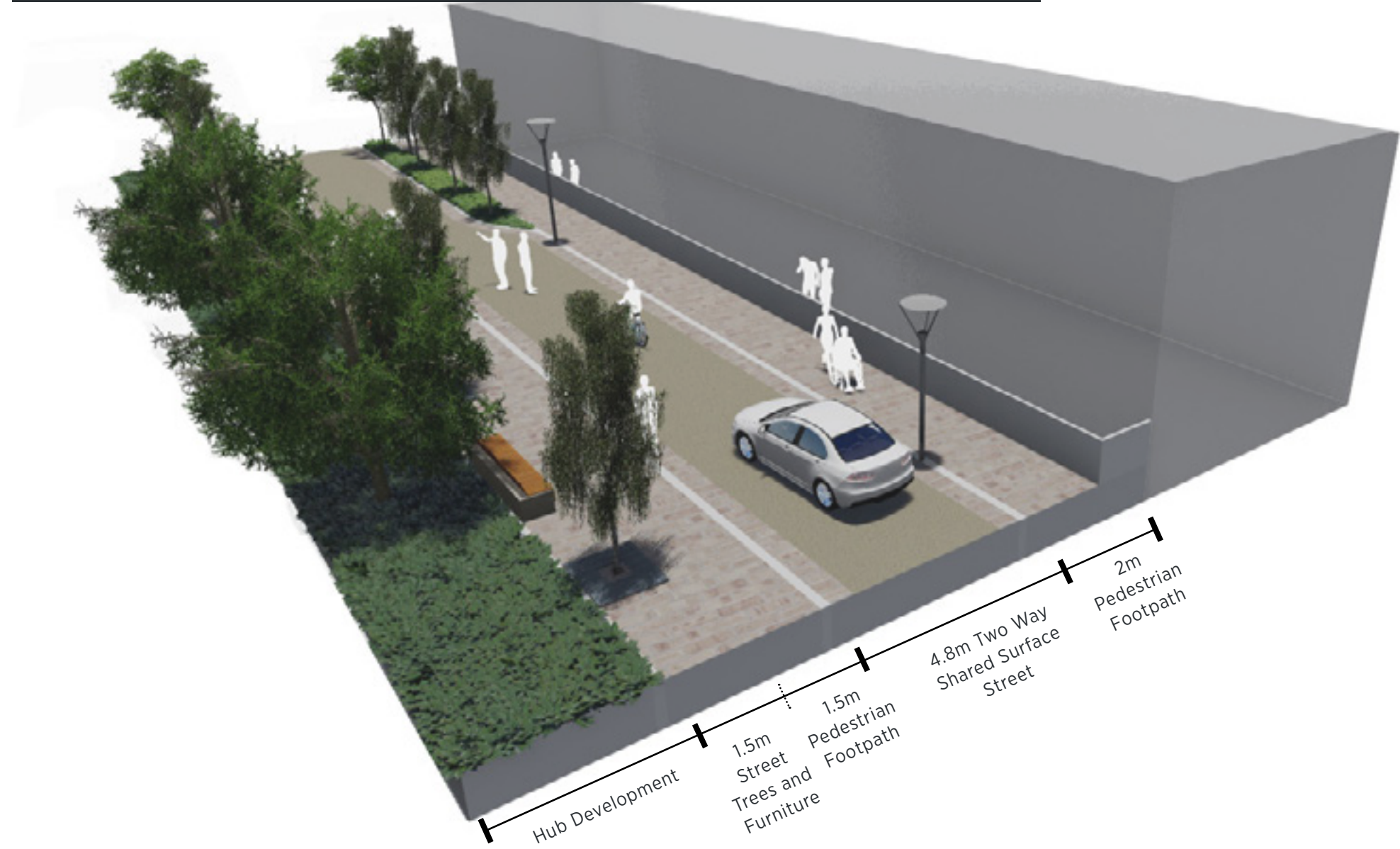




## PEDESTRIAN PRIORITY STREETS

A network of streets which prioritise pedestrian / cyclist movement should be provided in appropriate locations. Shared surfaces and other measures to slow the speed of vehicular traffic should be incorporated.

FIGURE 20: ILLUSTRATION SHOWING THE PROPOSED LAYOUT/FORMAT OF THE PEDESTRIAN PRIORITY STREETS





## CAR PARKING STRATEGY

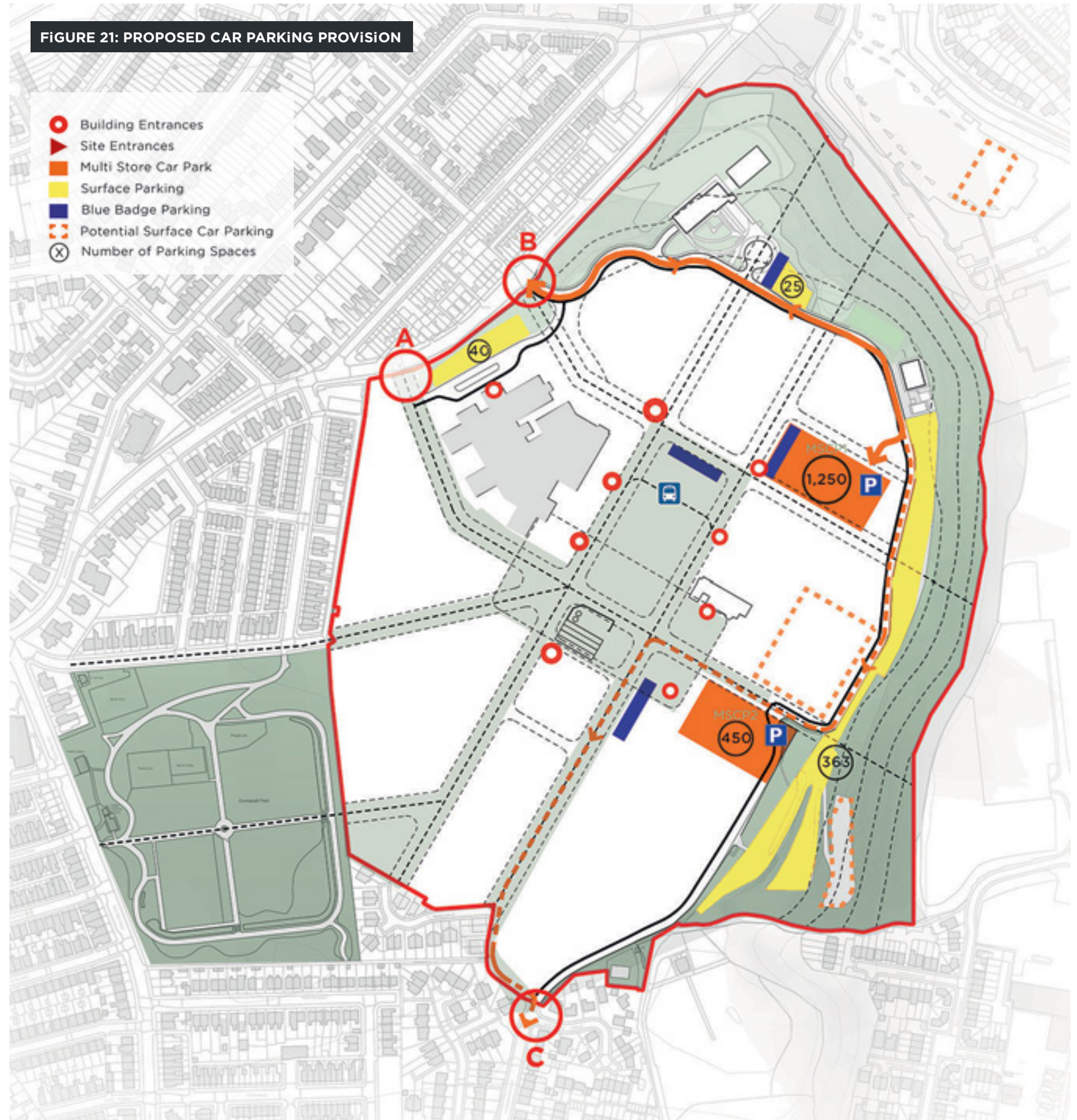
Whilst the new Green Travel Plan will reduce reliance on the private car, there will remain a requirement for some on-site car parking.

To avoid the displacement of car parking on to surrounding residential streets, it will be necessary to consolidate the majority of the existing surface parking into two multi-storey car parks (MSCP):

- MSCP 1 could provide c.1,000 to 1,250 spaces and it would be built initially to meet the requirements of Zone 1 alongside some retained areas of surface parking. This will also allow the redevelopment of the existing surface parking for alternative use
- Land should be safeguarded for MSCP 2 within Zone 3. This car park could provide up to c.450 spaces. The necessity for this car park will be regularly reviewed in line with the success of the Green Travel Plan.

GMMH would utilise the c. 365 existing surface parking spaces to the East of Zone 3 for staff and visitor parking and the plot earmarked for MSCP 2 on an interim basis.

Car parking requirements within the Neighbourhood Zone 4 should be addressed 'on plot' where appropriate, or where plots are conveniently located in relation to the MSCP's within those facilities.

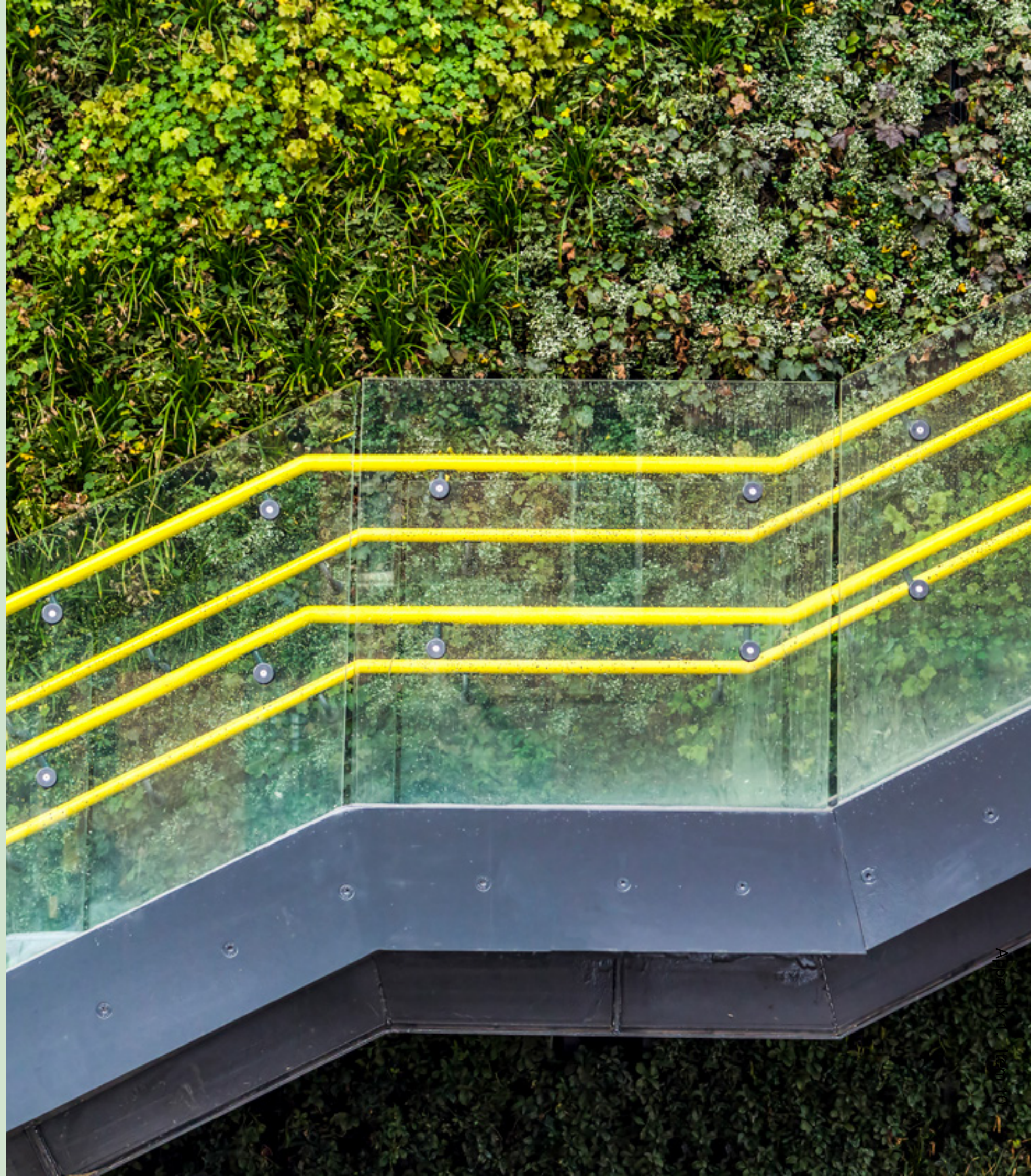




# 5.0

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## PLANNING FOR A ZERO CARBON MANCHESTER





Many of the existing buildings on the Site were constructed a considerable number of years ago, for example the Crumpsall Infirmary dates back to the 1876. As a result they do not benefit from the high standards of insulation, energy efficiency and general sustainability which we have come to expect of buildings constructed in recent years.

There is, therefore, an opportunity to replace these buildings within new a development which has the potential to make a significant contribution to Manchester becoming a carbon neutral city by 2038.

Reducing carbon emissions from its estate is a core objective of the MFT. All NHS organisations must ensure all new builds and refurbishment projects are delivered to net zero carbon standards. MFT has also 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.

Following on from this, 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.

MFT's Sustainable Development Management Plan 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 .

The Redevelopment Programme is central to the realisation of these targets with the aspiration of delivering an exemplar net zero carbon development.

**“There is, therefore, an opportunity to replace these buildings within a new development which has the potential to make a significant contribution to Manchester becoming a carbon neutral city by 2038.”**

## ACHIEVING THE ASPIRATION FOR NET ZERO CARBON

This SRF seeks to secure the highest standards of environmental, social and economic sustainability in the future redevelopment of the Site.

Primary objectives include:

- significantly reducing energy demand and carbon emissions at source during construction and operation through appropriate design and specification
- protecting and enhancing site biodiversity
- minimising water consumption
- promoting sustainable transport
- ensuring high quality and healthy indoor and outdoor spaces
- utilising sources of renewable energy on-site, wherever possible, and
- the procurement of off-site renewable energy and high quality carbon offsets to address residual carbon emissions.

It promotes these standards by applying the RIBA Sustainable Outcomes Guide (2019). This guide provides a concise and measurable set of sustainable outcomes and metrics across these key sustainability issues.

It is recognised that sustainable buildings delivered in the mid-late 2020's and those in the 2030s may differ significantly to those delivered today due to new or matured technologies (e.g. battery storage) or the availability of new standards or industry approaches to emerging issues such as embodied carbon and climate resilience.

The imperative to systematically improve upon current performance is recognised by the RIBA Guide which sets stepped targets to be achieved in new development by 2020, 2025 and 2030 to support the UK's zero carbon targets.

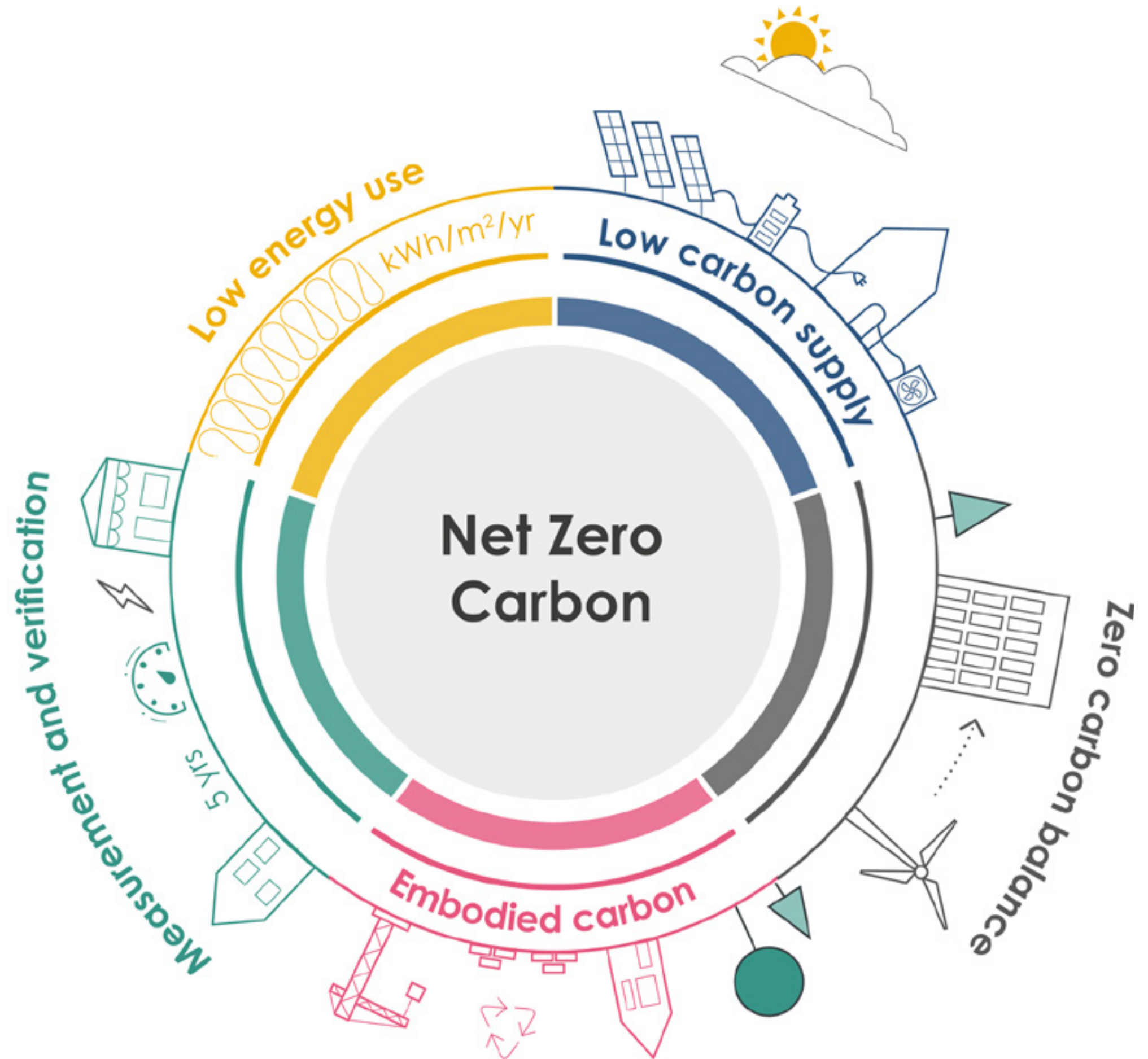
These sustainability outcomes will form minimum standards to be achieved through redevelopment of the Site, and with the highest standards proposed by RIBA for 2030 pursued from the outset where feasible.

Where updated standards and targets are proposed through revisions to the RIBA Sustainable Outcomes Guide or relevant local or national standards (such as the Building Regulations Part L 2020 update and Future Homes Standard 2025) these will be reviewed and incorporated as appropriate as further details become available.

However the RIBA sustainable outcome principles and targets are high-level and forward-looking and likely to align with or even go beyond such future standards, thereby promoting future proofing for the SRF.

For each outcome described, the RIBA Guide outlines the key performance metric and a set of design principles to be followed by future design teams working on individual projects. This approach allows creative flexibility in applying sustainable assessment methods and modelling tools to deliver the outcomes and targets.

The sustainable outcomes are closely interrelated and should be pursued together. For example, net zero operational carbon and net zero embodied carbon are twin targets under the concept of whole life net carbon as defined by the UK Green Building Council Net Zero Carbon Buildings Framework (2019) .



## NET ZERO OPERATIONAL CARBON

*“the carbon dioxide produced as a result of the production and use of the energy from fossil fuels consumed for the day-to-day operation of the building, including Low/zero carbon renewable energy technologies both on and off-site, plus recognised offset schemes where essential.”*  
(RIBA Sustainable Outcomes Guide 2019)

The urgency of climate change makes net zero operational carbon a critical outcome for the construction industry, and net zero operational carbon is achievable now through good building design and off-site measures such as renewable energy procurement and carbon offsetting.

Performance in the reduction of operational carbon will be reported annually.

### SRF Principles

1. Prioritise “Fabric First” principles for building form and envelope
2. Fine tune internal environment with efficient mechanical systems
3. Provide responsive local controls
4. Specify ultra-low energy sufficient appliances
5. Specify ultra-low energy sufficient IT
6. Prioritise maximum use of on-site renewables appropriate to context
7. Demonstrate additionality of off-site renewables
8. Offset remaining carbon through recognised scheme.

Where it is not possible to achieve ‘net zero’ on site, future development proposals will be required to demonstrate how ‘net zero’ will be achieved through the use of off-site measures, such as the use of renewable energy or high quality carbon offsetting.

It is recognised that the potential carbon benefits from retaining and refurbishing existing buildings with the site need to balance against wider considerations such as their condition, the practicality of conversion, ability to ensure a high quality internal environment for building occupants and potential operational carbon benefits from their replacement with higher-performing new buildings in such areas as thermal insulation, daylighting and ventilation.

## EMBODIED CARBON

*“the carbon dioxide produced from the energy used in the extraction, fabrication and transportation from place of origin of the materials used in the construction, including recognised carbon offset schemes.”*

(RIBA Sustainable Outcomes Guide 2019)

Embodied carbon emissions from new buildings are significant and can represent more than 50-70% of a building’s lifetime emissions. Embodied carbon assessments enable a better understanding of the sourcing and processing of materials and products as well as long-term considerations such as maintenance, durability and adaptability. They also help evaluate the carbon impact of procurement choices, construction methods (e.g. modern methods of construction, off-site fabrication), waste mitigation and disposal, and circular economy considerations.

### SRF Principles

1. Carry out whole life carbon analysis of building elements
2. Prioritise ethical and responsible sourcing of all materials
3. Prioritise low embodied carbon and healthy materials
4. Minimise materials with high embodied energy impacts
5. Target Zero construction waste diverted to landfill
6. Promote use of local natural materials
7. Consider modular off-site construction systems
8. Detailing to be long life and robust
9. Design building for disassembly and the circular economy
10. Offset remaining carbon emissions through a recognised scheme.

The retention of some existing buildings as part of the development may not be appropriate as highlighted above. Where demolition (and major refurbishment) is undertaken, measures should be put in place to maximise the re-use of material arising on and off-site and minimise the amount of material sent to landfill.





## SUSTAINABLE WATER CYCLE

*“the amount of mains water used in the operation of the building including the offset by use of greywater or recycled water to reduce mains water consumption.”*

(RIBA Sustainable Outcomes Guide 2019)

Buildings and infrastructure must not only save water but also be more resilient to future climate events such as storms and flooding. A decentralised building-level approach should be taken to alleviate the pressure on national water supply and drainage infrastructure. Significantly reducing potable water use to a locally sustainable level should be achieved by first reducing water usage through occupant behaviour, water efficient appliances and leak detection. The use of recycled rainwater and waste water to reduce potable water use for non-drinking purposes should be evaluated.

The SRF identifies opportunities for the incorporation of Sustainable Urban Drainage features, the provision of which should be maximised, wherever possible. Such features could include swales, water detention basins and green roofs.

### SRF Principles

1. Provide low flow fittings and appliances
2. Provide waterless appliances where possible
3. Provide Leak detection
4. Provide rainwater and grey-water recycling and attenuation but consider operational implications of complex systems
5. Provide on-site black water cleansing and recycling if viable
6. Create Sustainable Urban Drainage that supports natural aquatic habitats and human amenity.

## SUSTAINABLE CONNECTIVITY & TRANSPORT

*“measure the carbon impact of the travel of occupants and visitors to and from a local transport hub or local retail and community facilities.”*

(RIBA Sustainable Outcomes Guide 2019)

Transport accounts for approximately 25% of UK carbon emissions, second only to buildings (40%). Reducing transport carbon should begin by considering the need for travel in the first instance.

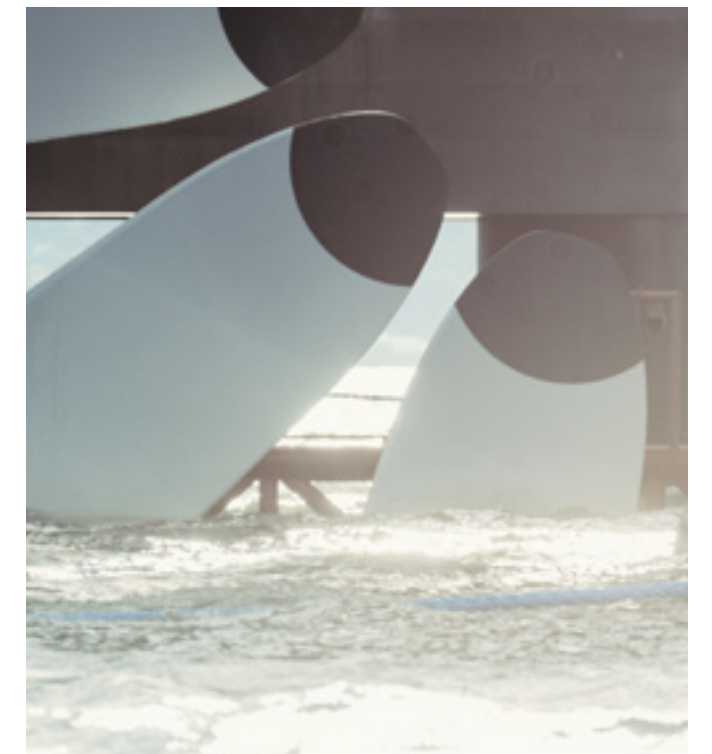
This outcome promotes a greater digital and physical connectivity which in turn will significantly reduce the need to travel in the first instance and as well as reducing travel time and distance. Where vehicle transport is unavoidable, provision must be made to prioritise the transition to lower impact alternatives including Electric Vehicle charging points and car club parking spaces.

The NHS is committed to the incorporation and adoption of sustainable and healthy travel measures and has an aim to cut business mileage by 20% by 2023/24 and ensure at least 90% of the NHS fleet uses low-emission vehicles (including 25% ultra-low emission) by 2028. MFT specifically aims to encourage sustainable and active travel wherever possible and will seek to meet and exceed the aforementioned targets in the NHS Long Term Plan.

The SRF provides opportunities for the creation of safe, legible routes into the site from neighbouring communities and public transport nodes and through the site with dedicated, well-lit footways and cycles.

### SRF Principles

1. Create a comprehensive green transport plan including digital connectivity
2. Prioritise high quality digital connectivity to avoid need for unnecessary travel
3. Prioritise site selection with good proximity to public transport
4. Provide high quality pedestrian links to local amenities and public transport
5. Provide end of journey provision for active travel runners and cyclists (showers, dry lockers etc)
6. Provide infrastructure for Electric Vehicles as a priority
7. Provide car sharing spaces
8. Provide suitable onsite personal storage.



## SUSTAINABLE LAND USE & ECOLOGY

*“a measure of actions taken to maintain, protect and improving the flora and fauna on site as principally defined by BREEAM”*  
(RIBA Sustainable Outcomes Guide 2019)

This outcome aims to avoid development on sensitive and ecologically rich landscapes and to make the best use of previously inhabited sites for development. Sustainable development fundamentally implies a significant increase and enhancement of biodiversity and creating a productive landscape that is capable of food production as well as creating habitats for wildlife. Increasing biodiversity and urban greening factor can also promote climate resilience by minimising the urban heat island effect.

The SRF identifies opportunities for the delivery of green and blue infrastructure of various typologies throughout the site including green spaces adjacent key vehicular and pedestrian routes, enhanced woodland management, allotments for food production, enhanced connections to Crumpsall Park and a proposed village green which would act as the focal point of the development.



### SRF Principles

1. Leave a site in better 'regenerative' ecological condition than before development.
2. Prioritise brownfield site selection
3. Carry out sustainable remediation of site pollution
4. Retain existing natural features
5. Create mixed-use development with density appropriate to local context
6. Create a range of green spaces (green roofs, vertical greening, pocket parks, and green corridors)
7. Create habitats that enhance bio-diversity
8. Create 'productive' landscapes for urban food production
9. Zero local pollution from the development.

The transition to all-electric energy strategies, as will be increasingly favoured by the forthcoming Building Regulations Part L 2020 update and Future Homes Standard 2025, together with provision of EVs, will help to minimise or avoid local air pollution impacts.

## GOOD HEALTH & WELLBEING

*“the promotion of key variables of internal occupant health and wellbeing, including indoor air quality, daylight, overheating, acoustic comfort, responsive controls, and physical contact to outside.”*

(RIBA Sustainable Outcomes Guide 2019)

An unintended consequence of focusing narrowly on heat loss reduction in buildings can be increased overheating risk and inadequate natural ventilation. This illustrates the importance of considering sustainability holistically: achieving net zero carbon must not be to the detriment of occupant health or comfort.

The SRF seeks to facilitate the creation spaces and places in which patients, staff, visitors and members of the local community can spend time and this outcome relates primarily to indoor health, visual, aural and thermal comfort, and occupant wellbeing.

### SRF Principles

1. Provide spaces with strong visual connection to outside
2. Provide responsive local controls e.g. opening windows, or local control
3. Design spaces with appropriate occupant density for activity
4. Design spaces with good indoor air quality
5. Design spaces with good indoor daylighting, lighting and glare control
6. Design spaces to adaptive thermal comfort standards
7. Design spaces with good acoustic comfort
8. Design spaces that are inclusive and universally accessible
9. Prioritise active circulation routes e.g. stairs, cycling provision, walking routes etc
10. Provide indoor and outdoor planted spaces.

## SUSTAINABLE COMMUNITIES & SOCIAL VALUE

*“measure the positive impacts of good placemaking on a local community.”*  
(RIBA Sustainable Outcomes Guide 2019)

This outcome relates to the social impact of a development on the end users and wider community. The ultimate goal is to create places for people that support not only basic needs of security, shelter, and health, but to enhance individual and social wellbeing and community identity using Social Return on Investment (SROI) financial proxies.

### SRF Principles

1. Prioritise placemaking that expresses identity and territory
2. Create secure places for privacy
3. Create places for social interaction
4. Create vibrant mixed-use places
5. Provide high quality permeable links to social amenities
6. Provide high quality pedestrian public realm
7. Create inclusive places for community interaction which are reflective of the culturally diverse local area
8. Create secure places with overlooking views.

## SUSTAINABLE LIFE CYCLE COST

*“ensure a holistic outcome with regards to economic sustainability, the intention is to use Government Soft Landings requirement for measuring operational costs of buildings.”*  
(RIBA Sustainable Outcomes Guide 2019)

Considering lifecycle costs (rather than just capital costs) is critical for the proper financial management of construction projects and the evaluation of longer-term costs / benefits which can determine building performance in such areas as longevity, climate resilience and sustainability.

### SRF Principles

1. Carry out whole life cycle analysis of key building systems
2. Carry out Soft Landings graduated to handover and aftercare
3. Measure energy costs
4. Measure management and maintenance costs
5. Measure overall running costs
6. Measure added value of occupant health and wellbeing
7. Measure added value of sustainable outcomes of building.





## RIBA 2030 CLIMATE CHALLENGE TRAJECTORIES

The RIBA 2030 climate change trajectories focus on three environmental sustainability outcomes that all new or refurbished buildings contribute to: energy use, embodied carbon and water use with an overall aim to target net zero whole life carbon emissions (or better) by 2030 at the latest.

These outcome targets form a key element of the SRF sustainability strategy, with 2030 targets pursued where feasible.

Where a RIBA target is considered inappropriate, impractical or unachievable for any project within the SRF, a detailed explanation and justification will be required and the overarching principle(s) of the target in question should still be pursued.



## RIBA 2030 CLIMATE CHALLENGE TARGET METRICS FOR DOMESTIC BUILDINGS

	Current Benchmarks	2020 Targets	2026 Targets	2030 Targets	Notes
<b>Operational Energy</b> kWh/m <sup>2</sup> /y	146 kWh/m <sup>2</sup> /y (Ofgem benchmark)	< 105 kWh/m <sup>2</sup> /y	< 70 kWh/m <sup>2</sup> /y	< 35 kWh/m <sup>2</sup> /y	UKGBC Net Zero Framework 1. Fabric First 2. Efficient services, low-carbon heat 3. Maximise onsite renewables 4. Minimum offsetting using UK schemes (CCC)
<b>Embodied Carbon</b> kgCO <sub>2</sub> e/m <sup>2</sup>	1000 kgCO <sub>2</sub> e/m <sup>2</sup> (M4i benchmark)	< 600 kgCO <sub>2</sub> e/m <sup>2</sup>	< 450 kgCO <sub>2</sub> e/m <sup>2</sup>	< 300 kgCO <sub>2</sub> e/m <sup>2</sup>	RICS Whole Life Carbon (A-C) 1. Whole Life Carbon Analysis 2. Using circular economy Strategies 3. Minimum offsetting using UK schemes (CCC)
<b>Potable Water Use</b> Litres/person/day	125 l/p/day (Building Regulations England and Wales)	< 110 l/p/day	< 95 l/p/day	< 75 l/p/day	CIBSE Guide G

## RIBA 2030 CLIMATE CHALLENGE TARGET METRICS FOR NON-DOMESTIC BUILDINGS

RIBA Sustainable Outcome Metrics	Current Benchmarks	2020 Targets	2025 Targets	2030 Targets	Notes
<b>Operational Energy</b> kWh/m <sup>2</sup> /y	225 kWh/m <sup>2</sup> /y DEC D rated (CIBSE TM46 benchmark)	< 170 kWh/m <sup>2</sup> /y DEC C rating	< 110 kWh/m <sup>2</sup> /y DEC B rating	< 0 to 55 kWh/m <sup>2</sup> /y DEC A rating	UKGBC Net Zero Framework 1. Fabric First 2. Efficient services, low-carbon heat 3. Maximise onsite renewables 4. Minimum offsetting using UK schemes (CCC)
<b>Embodied Carbon</b> kgCO <sub>2</sub> e/m <sup>2</sup>	1100 kgCO <sub>2</sub> e/m <sup>2</sup> (M4i benchmark)	< 800 kgCO <sub>2</sub> e/m <sup>2</sup>	< 650 kgCO <sub>2</sub> e/m <sup>2</sup>	< 500 kgCO <sub>2</sub> e/m <sup>2</sup>	RICS Whole Life Carbon (A-C) 1. Whole Life Carbon Analysis 2. Using circular economy Strategies 3. Minimum offsetting using UK schemes (CCC)
<b>Potable Water Use</b> Litres/person/day	>16 l/p/day (CIRA W11 benchmark)	< 16 l/p/day	< 13 l/p/day	< 10 l/p/day	CIBSE Guide G



# 6.0

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## IMPLEMENTATION AND PHASING

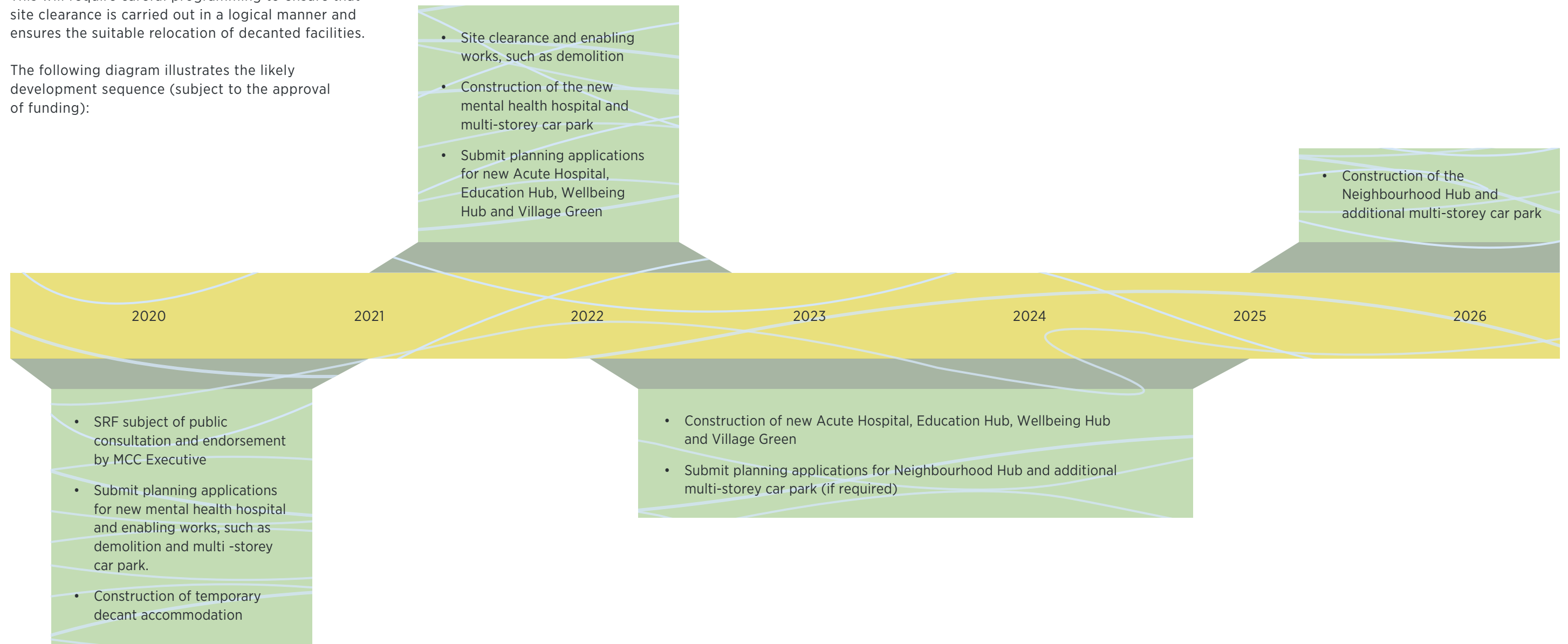


The SRF presents a holistic and integrated vision for the comprehensive redevelopment of the NMGH site.

During construction it will be necessary to maintain the operation of clinical services throughout the redevelopment, including adequate provision of access and parking.

This will require careful programming to ensure that site clearance is carried out in a logical manner and ensures the suitable relocation of decanted facilities.

The following diagram illustrates the likely development sequence (subject to the approval of funding):



# 7.0

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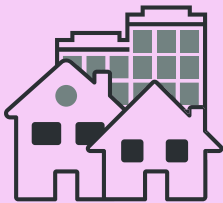

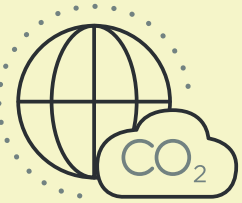
## OUTCOMES AND BENEFITS



The delivery of the Redevelopment Programme will contribute significantly to the ongoing regeneration and transformation of North Manchester; environmentally, socially and economically.

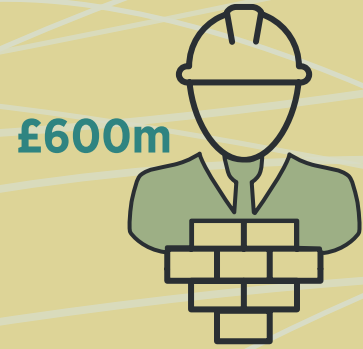
The SRF establishes guiding principles for the delivery of a high quality and sustainable health campus with integrated health and social care facilities, high-quality new homes, and access to better education and training alongside more inviting public open spaces.

This section explains how the SRF responds to the strategic objectives presented in Appendix 1 and the consequential benefits for Manchester.

STRATEGIC OBJECTIVE		HOW THE SRF RESPONDS
	1. Contribute to a more inclusive North Manchester economy	<ul style="list-style-type: none"> <li>The framework will attract investment to North Manchester and catalyse the economic renewal of this part of the city. Jobs will be created during the construction of the facilities and during their operation, as will opportunities for training and education. This will seek to spread the benefits of growth more evenly across Manchester creating a more inclusive city</li> <li>As the major source of employment in North Manchester, new health and care facilities and services will prioritise local employment, including entry level employment for residents returning to the labour market.</li> </ul>
	2. Transform health outcomes by integrating healthcare services	<ul style="list-style-type: none"> <li>The framework will unlock the delivery of a best-in-class acute hospital, a modern mental health hospital and a Wellbeing Hub</li> <li>The facilities will work in tandem to offer integrated healthcare and wellbeing services on a single site; that will respond to the specific health and care needs of the diverse local population thereby enabling more residents to get well, stay well and realise better and longer term health outcomes</li> <li>These facilities will be set within a network of high-quality public open spaces that will boost health and wellbeing</li> <li>New health and care facilities and services will reduce those health barriers which contribute to high levels of economic inactivity and low household incomes.</li> </ul>
	3. Invest in education, skills and employment for all	<ul style="list-style-type: none"> <li>The framework will support the delivery of an Education Hub which will maximise the opportunity for local employment at the campus by offering local residents with training and support including the provision of a broader range of services for young people. Job opportunities for local people will be created during the construction of the facilities and during their operation</li> <li>New health and care facilities and services will prioritise local employment wherever possible, working with local schools and colleges to promote health and care careers to young people.</li> </ul>
	4. Create neighbourhoods of choice	<ul style="list-style-type: none"> <li>The framework establishes a clear set of design principles which will ensure the delivery of high quality design which is sensitive to its local context</li> <li>New homes designed to meet a range of needs, in a variety of built forms and tenures (including affordable housing)</li> <li>New areas of public realm will intergrate with the surrounding neighbourhoods and create spaces for patients, staff, visitors and members of the community to meet and relax.</li> </ul>
	5. Promote sustainable and green transport options	<ul style="list-style-type: none"> <li>The framework establishes principles to encourage a modal-shift to more sustainable and green transport options and reduce the reliance on the private car</li> <li>The framework establishes clear principles to ensure that the campus can be accessed safely and conveniently on foot, by bike, and on public transport.</li> </ul>
	6. Contribute to a net zero carbon city and a thriving environment	<ul style="list-style-type: none"> <li>The frameworks establishes clear principles to support the delivery of zero-carbon development across the campus and to promote enhancement to biodiversity.</li> </ul>



# SOCIO-ECONOMIC BENEFITS



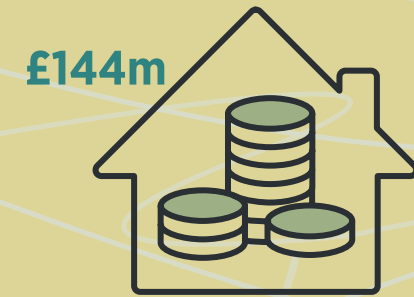
£600m

The construction of the Redevelopment Programme will take place over a 10-year period and its **construction value** is expected to be in excess of **£600million**.



£16.2m

The total **GVA impact** relating to the housing construction is calculated to be up to **£16.2 million** and will generate up to **400 construction job years**.



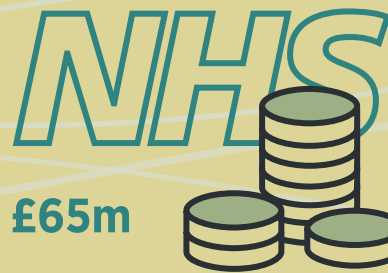
£144m

This will **increase the overall economic prospects** of residents in North Manchester. It is estimated to be worth about **£144 million in social value to local residents**.



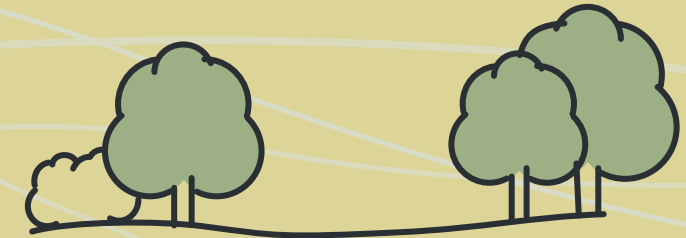
£350m

The total **GVA impact of the hospital construction over the 10 year period** is calculated at **£350 million**. This is equivalent to **6,000 direct construction job years**.



£65m

The new hospital will result in operational savings of about **£65 million** to the NHS



The creation of high quality accessible public open space



**new affordable homes**

The campus will deliver **new affordable homes**.

**Boost life expectancy +1.3 years**



The Campus is expected to **boost life expectancy in North Manchester by 1.3 years** by 2030, which will bring it in line with the Manchester average.







# 8.0

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## NEXT STEPS



During the preparation of the SRF, we have engaged with the City Council, staff at NMGH, local stakeholders and our partner organisations.

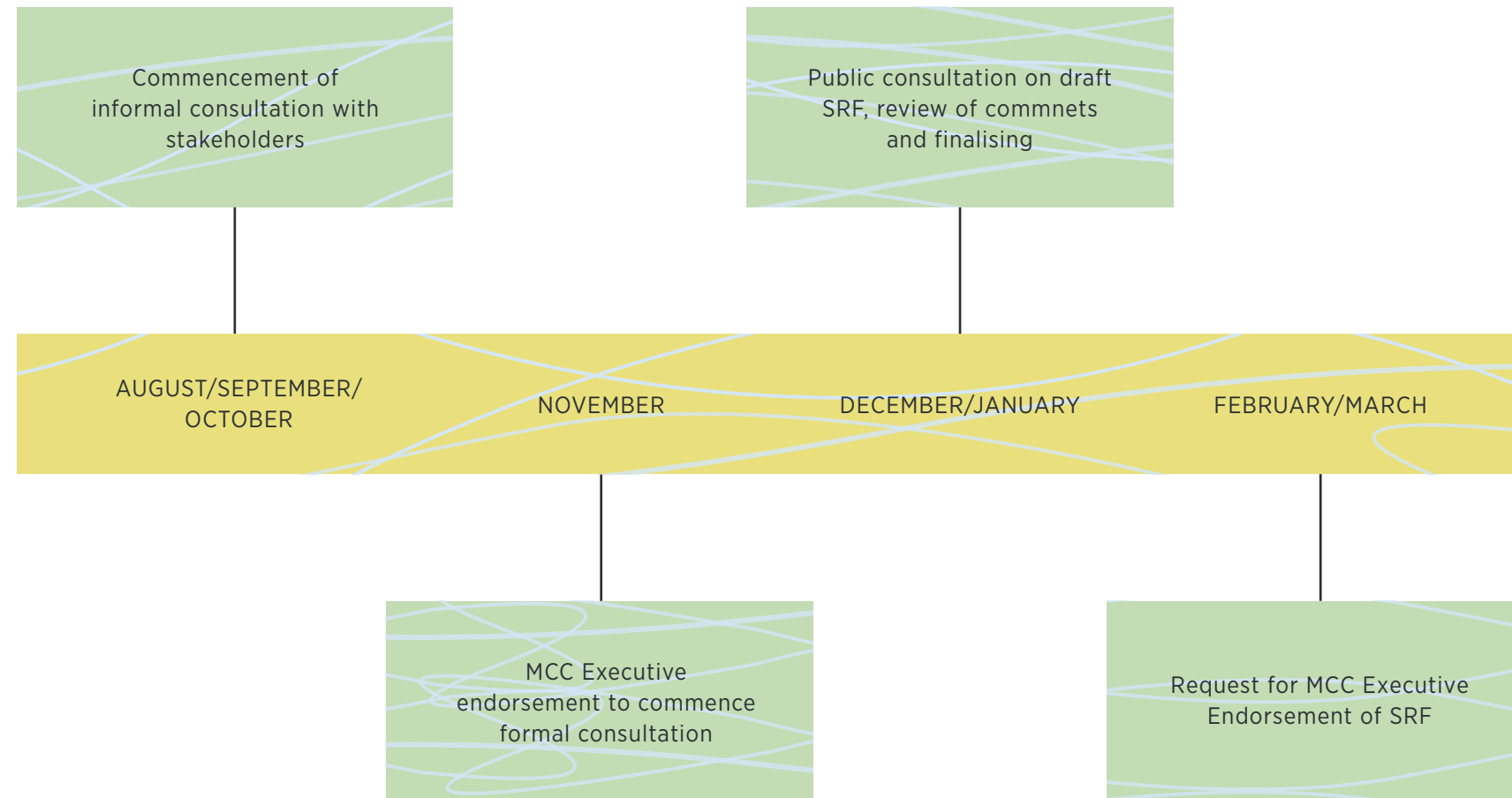
Consultation has been undertaken utilising various forms of media and feedback channels.

Thousands of local residents and other interested parties have been made aware of our proposals and some have offered helpful feedback and insight into what they consider to be important to the future redevelopment. Wherever possible and appropriate these comments have led to adjustments to this SRF.

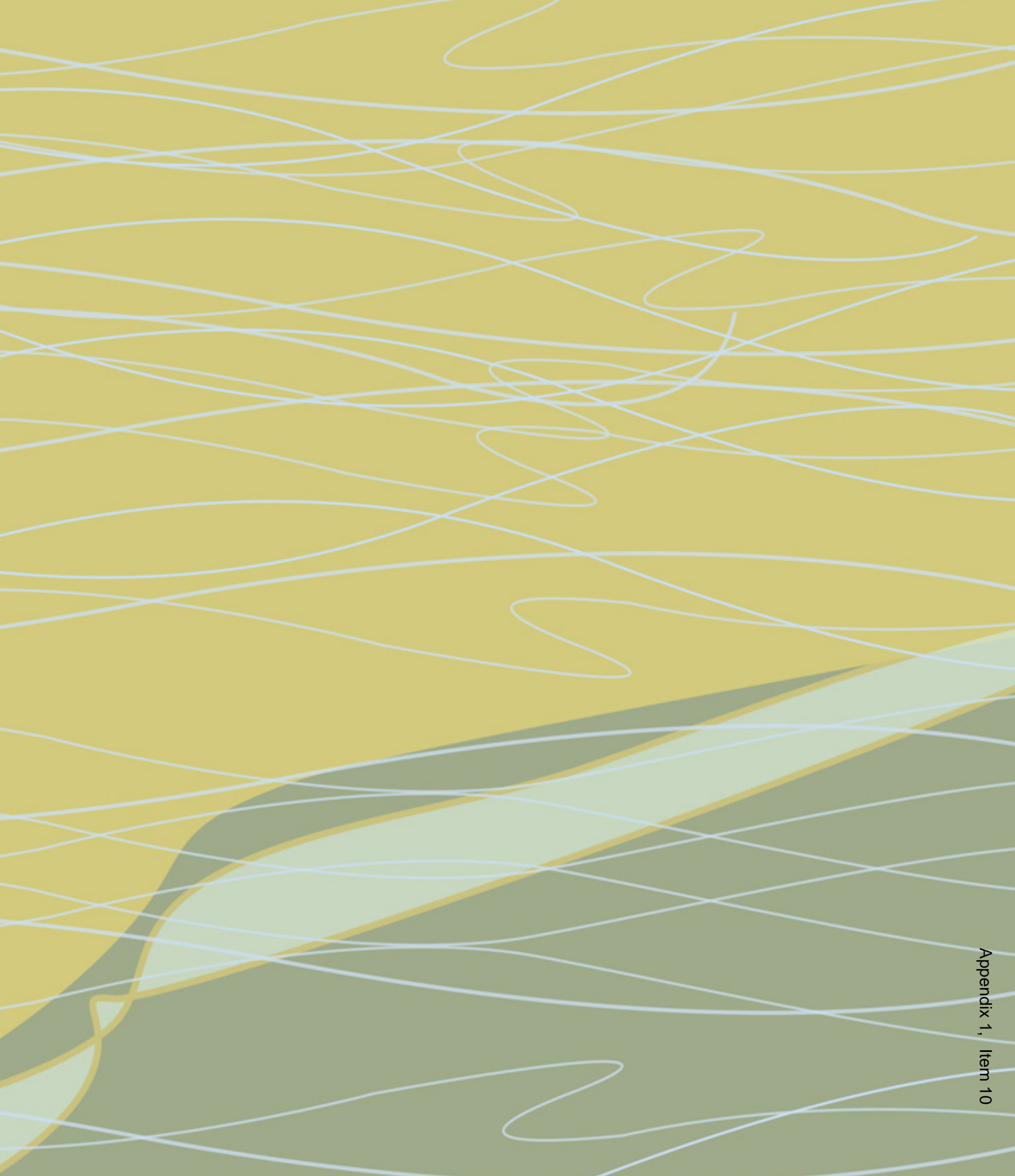
The SRF will be presented to Manchester City Council Executive in March 2021 and if endorsed will become an important material consideration in the determination of future planning applications at the Site.

Future planning applications will be the subject of their own programme of consultation activity.

Listening to the views of staff, patients, partner organisations and the local community is a key part of developing our plans to transform the hospital site. Details of our future engagement and planning applications will be published to: <https://mft.nhs.uk/hospitals/transforming-the-future-at-north-manchester-general-hospital/>







**Manchester City Council  
Report for Resolution**

**Report to:** Economy Scrutiny Committee - 11 March 2021  
Executive - 17 March 2021

**Subject:** Wythenshawe Hospital Campus Strategic Regeneration  
Framework: Outcomes of Public Consultation

**Report of:** Strategic Director - Growth & Development

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### Summary

This report sets out a proposed Strategic Regeneration Framework for the Wythenshawe Hospital Campus and its environs. The Manchester University NHS Foundation Trust and Bruntwood have developed a 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.

This report informs the Executive of the outcome of a public consultation exercise with local residents, businesses and stakeholders, and seeks the Executive's approval of the Framework.

### Recommendations

The Economy Scrutiny Committee is invited to comment on the report and endorse the recommendations to the Executive.

The Executive is recommended to:

- i) Note and comment on the outcome of the public consultation on the draft Wythenshawe Hospital Campus Strategic Regeneration Framework.
  - ii) Approve the Wythenshawe Hospital Campus Strategic Regeneration Framework and request that Planning and Highways Committee take the Framework into account as a material consideration when considering planning applications for the area.
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**Wards Affected:** Baguley

<b>Environmental Impact Assessment</b> - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city
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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
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2038. Delivering net zero carbon ambitions are at the heart of the vision for the transformation of the Wythenshawe Hospital Campus and its environs.

<b>Manchester Strategy outcomes</b>	<b>Summary of the contribution to the strategy</b>
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 – Revenue**

None

#### **Financial Consequences – Capital**

None

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**Background documents (available for public inspection):**

Not applicable.



## **1.0 Introduction**

1.1 The Council's Executive at its meeting on the 11<sup>th</sup> March 2020:

1. Endorsed the Wythenshawe Hospital Campus Strategic Regeneration Framework as a basis for public consultation.
2. Requested that in advance of a final version of the Framework being approved, a further report is 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 and to include detail on as to how the site will be serviced during construction and by public transport thereafter.

1.2 The report provides details of the public consultation exercise undertaken by Manchester University NHS Foundation Trust (MFT); subsequent amendments made to the Framework; and identifies how access, including public transport and servicing of the site during construction, will be addressed. It recommends that the Framework be endorsed.

## **2.0 The Wythenshawe Hospital Campus Strategic Regeneration Framework**

2.1 The 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 outcomes are in line with the Council's existing Core Strategy policies for the Hospital and its environs.

2.2 Manchester University NHS Foundation Trust (MFT) and Bruntwood have developed a Strategic Regeneration Framework for the transformation of the Wythenshawe Hospital Campus. This 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 sciences 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.

2.3 The Framework is attached in Annex 1 of this report. It addresses the opportunities to deliver a range of economic, social and environmental benefits for residents and across Greater Manchester, whilst also placing net zero carbon ambitions for the Campus at the heart of the strategy.

2.4 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 Framework 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. The Framework 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.

2.5 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.

### **3.0 Transport including public transport and servicing of the site**

3.1 Wider public transport infrastructure enhancements are at different stages of development and commitment. In preparing the SRF, early dialogue was undertaken with Transport for Greater Manchester, MCC, Trafford Highways and Highways England. The Framework has identified the following key principles in bringing forward transport & travel planning proposals and servicing of the site. These are:

- Transport and travel planning for the Wythenshawe Hospital Campus will be at both the site level and in the context of the future development in the wider sphere of influence, including proposals for Timperley Wedge, HS2, Manchester Airport, etc.
- There is an evolving picture in terms of the highway and public transport network, which is reflected in the development principles and the need for interim approaches: the strategy reflects the current status and anticipated enhancements for example, to Metrolink, Bus and Rail infrastructure, whilst

also committing to improvement of pedestrian and cycling infrastructure within the SRF area, including through better wayfinding and public realm.

- The hierarchy of travel and travel planning will be reducing the need for travel; for those that do need to travel, the hierarchy of importance is: a) pedestrians, b) cyclists, c) public transport users, d) low emissions cars, and e) cars.
- Each individual future planning application in relation to the framework area would be supported by a detailed Travel Plan, which aligns with the campus-wide Travel Plan and outlines ways in which staff and visitors would be encouraged to use sustainable transport choices. This could include incentivising staff and visitors. The requirement for a Travel Plan and subsequent monitoring will be captured through a future planning condition as part of any permissions for future development that are granted.
- Notwithstanding the travel planning hierarchy, the draft SRF does identify the need for provision of car parking, for staff, patients and visitors. This could be provided through multi-storey car parking, which would represent a more efficient use of land available, whilst enabling introduction of sustainable measures such as electric vehicle charging. There is a commitment to undertake audits of on-street parking arrangements, to inform an assessment of whether there is a requirement for amended or new resident parking controls to ensure that residents can park near their homes as part of future planning applications.
- Careful consideration will be given to management of potential impacts during the construction phase, including through Construction Management Plans submitted with each future planning application, to set out measures to manage noise, air quality, transport and other impacts. This will include consideration of the appropriate routing of construction vehicles, to minimise impacts to residents in terms of congestion, noise and air quality.
- The routes will be kept under review with key stakeholders during development, reflecting any changes in the wider strategic highway network that might result in new or improved construction traffic routes becoming available. This will be captured through future planning conditions as part of permissions for future development that are granted.

3.2 As the proposals are at the Framework stage, and the potential transport infrastructure enhancements are also at different stages of development and commitment, it is not possible to provide a more detailed plan. However, there is a commitment from the team to continue working with all stakeholders and engage with residents as future detailed proposals are brought forward and planning applications submitted

#### **4.0 Consultation Process**

- 4.1 The public consultation period ran for 8 weeks, beginning on 30 November 2020 and closing on 29 January 2021. During this period, hospital staff, the local community, neighbouring landowners, interested parties and the general public were provided the opportunity to find out more about the proposals and give their feedback, to ensure that the final version of the SRF is informed by their view.
- 4.2 The consultation process engaged as wide an audience as possible whilst complying with covid social distancing regulations. The team carefully designed a consultation process that incorporated a range of methods, including the distribution of 7000 letters to neighbouring properties, leaflets and video briefing sessions, as well as use of traditional and social media. A series of digital briefing sessions were held for staff and members of the public. A summary of the SRF, key images, and full copy of the draft SRF was available on a dedicated page of MFT's website. A link to the page was provided on the Manchester City Council's website. Respondents were invited to complete a questionnaire either on-line or via freepost. A full explanation of the consultation process, responses and the outcomes is attached in Annex 2.
- 4.3 In January 2021 MFT ran two Twitter polls in respect of the proposals, in order to seek additional feedback alongside the questionnaire.

## **5.0 Outcomes of the public consultation**

- 5.1 A summary of the feedback received during the consultation and the resultant changes in the SRF are summarised below. A detailed analysis is provided in Annex 2. From the broad twitter poll responded by 647 people the vast majority (87%) were in support of the proposals. 33 questionnaires were completed. The majority of these identified themselves as members of the public. With regards the questionnaire respondents were asked to provide comments with regards key themes as summarised below.

### **5.2 Enhancing the quality of health care facilities**

Many respondents were supportive of the proposals, noting that some of the facilities are ageing and outdated, and that the proposals would help to create a modern hospital and workplace with cutting edge facilities, which would benefit local people and create new jobs. Support for the Hospital staff and their role in the delivering services for the community was also expressed.

### **5.3 Creating a welcome environment for all users, including accessible green space**

Many respondents agreed that the Wythenshawe Hospital Campus would benefit from planned redesign to enable improved, and more functional public and green space, which could be used by the wider community. Suggestions made included 'a trim trail', improved legibility, ensuring views of the green spaces from hospital beds and sensory gardens. These ideas will create



better health outcomes and are supported by the objectives of the Framework. Reference to views out of buildings have been put into the Framework. They will be considered further at the design stage.

#### 5.4 **Improved accessibility by foot, cycle and public transport**

Many respondents stated that sustainable modes of transport need to be safe and convenient in order to encourage use by staff, patients, and visitors. The SRF has been strengthened in its commitment to ensuring modes of transport are both safe and accessible. Respondents commented that though existing public transport provision was reasonable it could be improved, for example through a closer Metrolink stop or more strategically scheduled bus services. One respondent suggested that the existing shuttle bus provision could be expanded and another emphasised the need for public transport to be affordable and reliable. Future planning applications will be supported by detailed travel plans which outlines ways in which staff and visitors will be encouraged to use sustainable transport choices. MFT will review potential for an expanded shuttle bus service.

5.5 Respondents on car parking recognised the need to retain car parking provision for both patients and staff, who might not be able to use public transport for example if they were travelling late at night or were infirm. One respondent raised issues regarding on-street parking on local residential streets. An outline car parking strategy to support the Framework is set out within the SRF. This includes a commitment to provide appropriately designed car parking that is accessible by staff and patients, and to audit existing on-street parking arrangements in the vicinity of the site and identify requirements for new or amended resident parking zones as detailed planning applications are brought forward.

5.6 Some respondents noted that more investment is required to the highway network; a comment was provided that Dobbinetts Lane is too congested to accommodate further traffic associated with new development.

5.7 The SRF summarises the outcome of initial transport work which concludes that the existing highway to the north is functioning well but confirms that future planning applications would be supported by transport assessments considering the impact on existing junctions and roads and presenting any mitigation required. Development coming forward in the wider sphere of influence, for example at Manchester Airport and Timperley Wedge, may generate alternative access options to the south of the site, which the Framework is designed to accommodate.

#### 5.8 **Expanding the type of land use, including complementary development that creates employment, key worker housing and step-down care facilities**

Many respondents commented that this was a positive element of the draft SRF, which would have benefits for local areas. One respondent raised concern about the impact of expanded land uses on existing residents. Some

respondents felt that the extent of potential residential use was too wide. The draft SRF makes clear that the Wythenshawe Hospital Campus is not a location for general residential use, but could accommodate forms of residential use where these are linked to the Hospital function such as key worker housing. An addition has been made to the SRF stating that further research and engagement would be carried out to refine these in advance of any planning application, including consideration of demand and need for particular types of residential use.

- 5.9 A small number of respondents questioned the demand for additional commercial floorspace in this location, stating that there was alternative sites nearby. The provision of commercial floorspace is recognised in Core Strategy Policy EC12 University Hospital South Manchester Strategic Employment Location as a key driver to economic regeneration and transformational change. It enables further growth in research innovation and implementation of new technologies linked to the Hospital.

**5.10 Creating a sustainable health campus, which delivers on the Hospital Trust's commitment to be net Zero Carbon by 2038**

Respondents were on the whole supportive of this commitment, but in some instances queried whether it would be achievable and raised specific suggestions about environmental matters. One respondent stated that no calculations were included within the draft SRF to demonstrate how the net zero carbon target would be achieved. It was suggested that 2038 may be too late to address the climate emergency.

- 5.11 Net Zero Carbon and Sustainability is a key development principle included within the SRF and will be used to inform the development of detailed designs as planning applications come forward. MFT has declared a climate change emergency, and it currently makes contribution in a range of areas through its Sustainable Development Management Plan. 2038 is the date identified by MCC for Manchester to become a Net Zero Carbon City.

**5.12 Other considerations in relation to maximising benefits to local communities**

Respondents made suggestions about how benefits for the local communities could be further maximised. This included the provision of workshops and seminars for local residents on key topics to make them feel active participants in their own healthcare. This comment has been shared with relevant contacts at MFT. Consideration will be given to the establishment of local communication channels and the possibility of establishing a community Forum for consulting and obtaining feedback from the community as proposals are developed.

- 5.13 There was a concern about the impact of construction traffic on residents. Careful consideration will be given to management of potential impacts during the construction phase, including through Construction Management Plans submitted with each future planning application. Routes will be kept under

review with key stakeholders during masterplan delivery, reflecting any changes in the wider strategic highway network that might result in new or improved construction traffic routes becoming available. This will be captured through appropriate planning conditions.

## **6.0 Summary**

- 6.1 The consultation identified strong support for the Wythenshawe Hospital Campus Strategic Regeneration Framework. Where comments have been made above made these have been carefully considered and where appropriate modifications have been made to the Framework document as summarised in section 5 above and detailed in section 4 of the Consultation Report in Appendix 2. The key objectives of the Framework and proposals remain the same as those supported by the Executive at its meeting on the 11th March 2020.

## **7.0 Key Polices and Considerations**

### **a) Equal Opportunities**

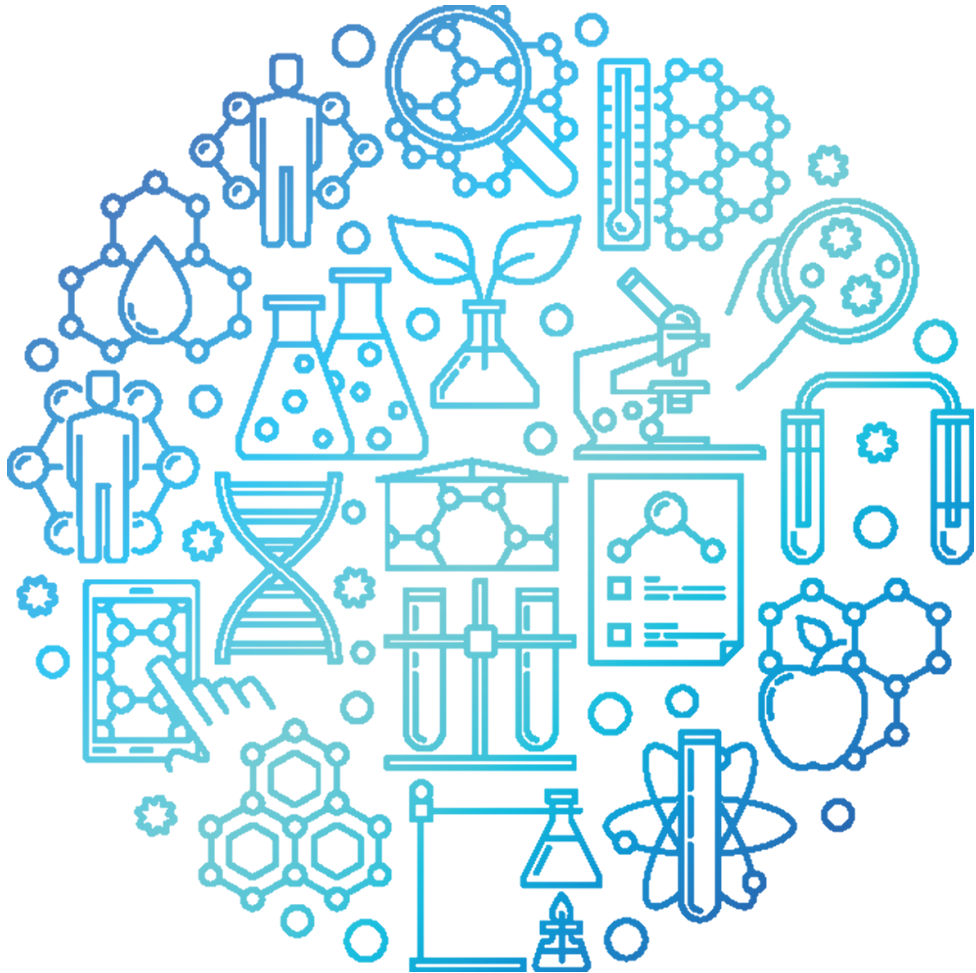
- 7.1 The consultation process on the draft Wythenshawe Hospital Campus Strategic Regeneration Framework involved engagement with a wide range of stakeholders, enabling the engagement of a wide range of interested parties.

### **b) Risk Management**

- 7.2 None directly.

### **c) Legal Considerations**

- 7.3 The Wythenshawe Campus Strategic Regeneration Framework, if endorsed by the Executive will become a material consideration for the Council in determining planning applications as the local planning authority.



**Wythenshawe Hospital Campus Strategic  
Regeneration Framework**

March 2021



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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 2020 Greater Manchester Spatial Framework, in a proposed allocation for development of the southern part of the site as a strategic employment location (draft **GM3.1 Medipark**). It is anticipated that the alternative joint Development Plan Document that will be produced by the nine Greater Manchester local authorities (excluding Stockport) following confirmation that the draft GMSF is no longer being progressed will retain the aspiration of the draft policy allocation, given the evidence base that supports the proposals.
2. 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:

## Economic

- Construction and operational phase employment
- Jobs within key growth sectors and the foundational economy
- Commitment to provide access to local residents through local labour measures
- Opportunity to identify and procure local suppliers with supply chain
- Strengthening of Manchester’s position as a leader in clinical research and innovation
- Attraction and retention of talent and associated spend in the economy

## Social

- A health village that is integrated into the local community
- Improvement of health and well-being of local and Manchester population
- Development of new and improved treatments and modes of care
- Opportunities to address challenges associated with the ageing population
- Facilities to support treatment in environments where care needs may be better met

- Potential for affordable key worker housing
- Access to new leisure and recreation uses
- Improved engagement with the local community, through education and training

### Environment

- Target Net Zero Carbon for construction and operation of the Campus
- New and enhanced open space
- Connection to existing and future green infrastructure
- Opportunities for improved biodiversity
- Implementation of travel planning measures and strategies for reduced use of the car
- Improvements to air quality and reduced carbon emissions

These principles include:

### Economic

- Maximising Local Opportunities
- Land Use
- Scale and Density

### Social

- Public Open Space
- Sense of Place
- Local Connections
- Wayfinding and Legibility
- Inclusive Access
- Safety and Security

### Environmental

- Net Zero Carbon and Sustainability
- Design Excellence
- Ecology and Biodiversity
- Air Quality
- Water Resources and Drainage
- Transport and Travel Planning
- Managing Local and Operational Impacts



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Figure A: Wythenshawe Hospital Campus SRF - Indicative Sketch 1 (Source: BDP)



# 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 as part of the work on the draft Greater Manchester Spatial Framework (GMSF), which will now be taken forward as a joint Development Plan Document (DPD) by nine of the Greater Manchester local authorities.
- 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 2020 GMSF Policy GM Allocation 3.1 Medipark**, which identifies that area of land as having potential to deliver around 86,000 sq. m. of office focused floorspace and is expected to be taken forward in the joint DPD to be known as "Places for Everyone", which will be prepared by the nine Greater Manchester local authorities now that the draft GMSF is no longer progressing.
- 1.12 Until such time, and only if, the alternative joint DPD 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 **2020 GMSF (Allocation 3.1)** 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 draft 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. As noted above, at 1.11, it is anticipated that this draft allocation would be carried forward to the draft joint DPD to be prepared by the nine Greater Manchester local authorities.

- **Timperley Wedge** – to the south is an area of Green Belt land that forms a proposed strategic allocation within the emerging **draft 2020 GMSF (Allocation 3.2)**. It is anticipated that this draft allocation would be carried forward to the draft joint DPD to be prepared by the nine Greater Manchester local authorities. Part of the Timperley Wedge draft allocation has also been allocated in the Trafford Local Plan (2012) (the Davenport Green element of Timperley Wedge forms 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.

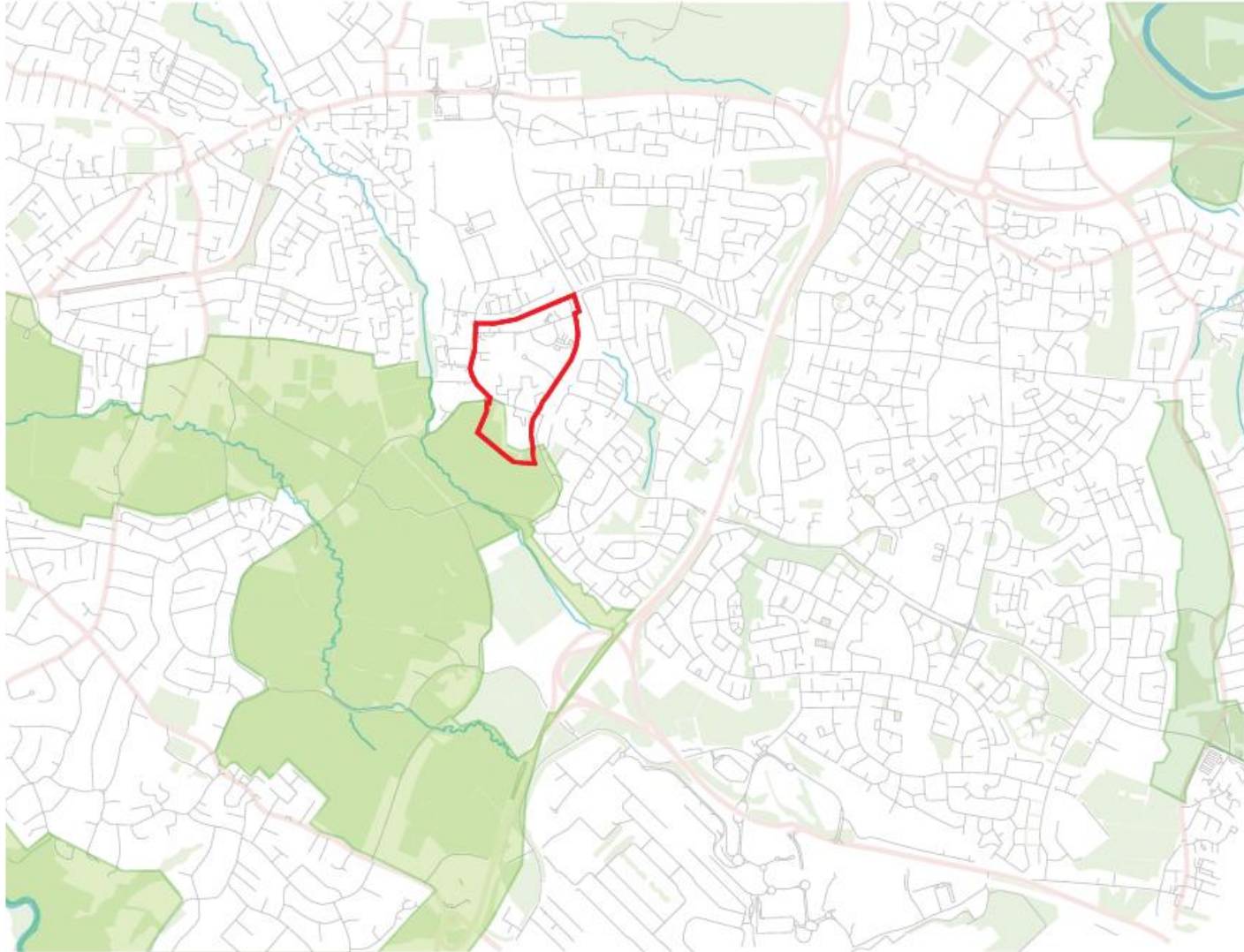
1.40 The draft SRF was initially reported to Manchester City Council’s Executive Committee for endorsement as a basis for consultation on 17 March 2020. An 8 week consultation period was carried out between 30 November 2020 and 29 January 2021, where all staff, the local community, landowners, other interested parties and the general public were consulted and had 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 have been carefully considered and addressed where appropriate. In addition, the outcome of the consultation process has been 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.

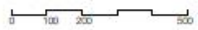
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□ Framework Area Boundary

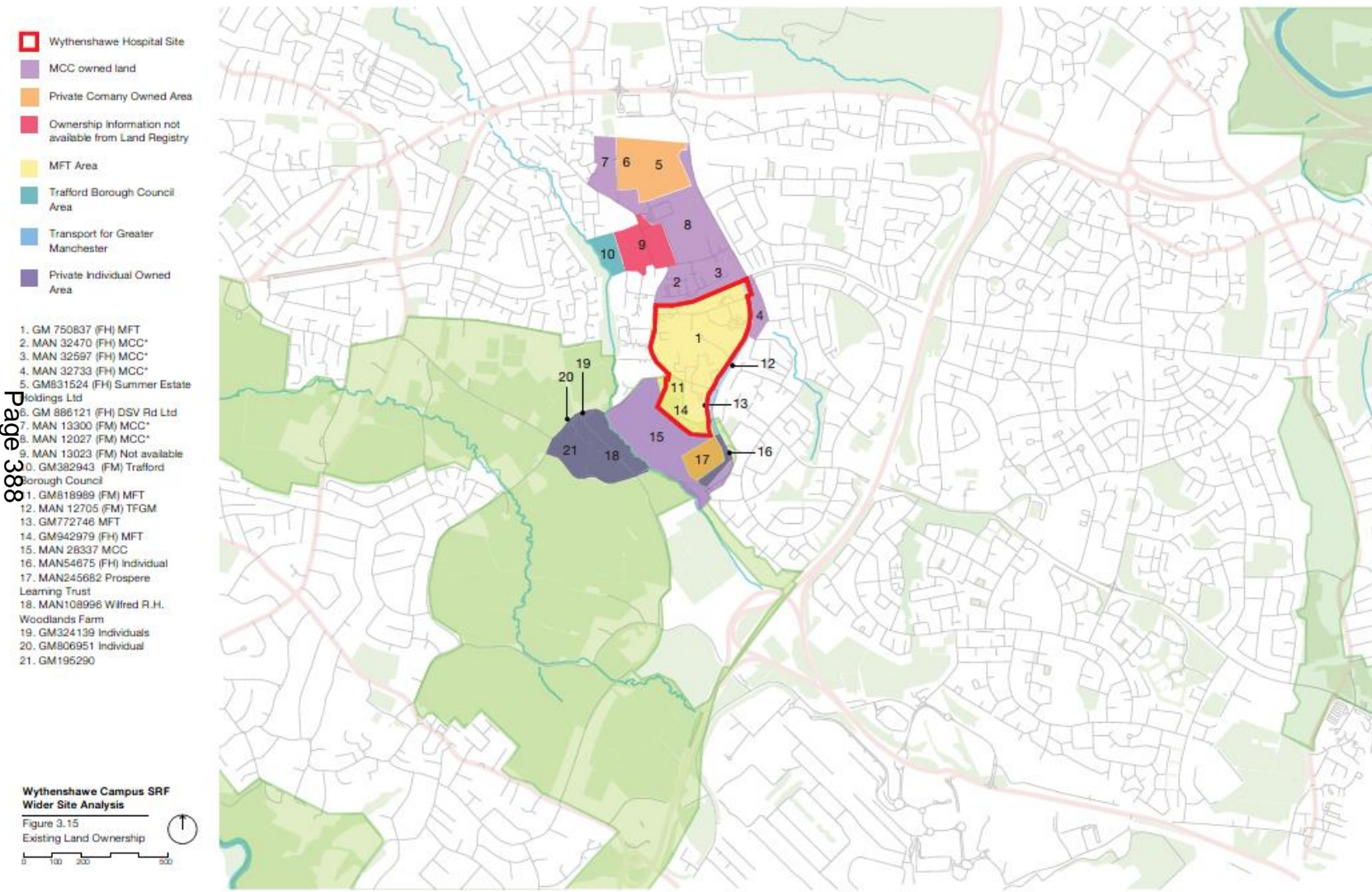


Wythenshawe Campus SRF  
Wider Site Analysis

Figure 1.1  
Site Boundary



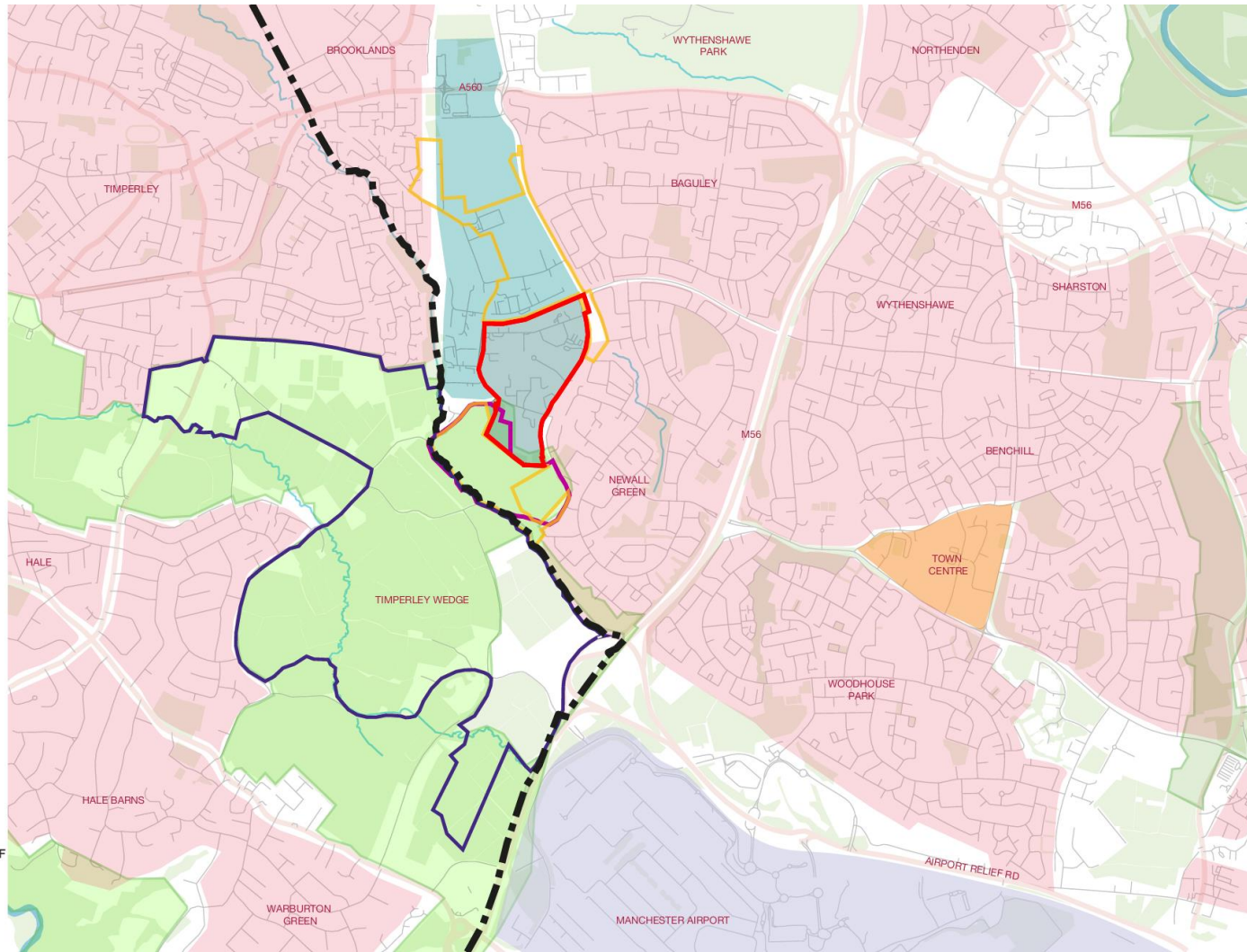




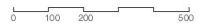
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- Wythenshawe Hospital Site
- Roundthorn Industrial Estate
- MCC owned land
- Draft GM Allocation 3.2  
Timperley Wedge
- Manchester Airport & Airport  
City
- Residential Areas
- Wythenshawe Town Centre
- Trafford / Manchester City  
Council Boundary
- Draft GM Allocation 3.1  
MediPark

NOTE:  
Allocation boundaries 3.1 and 3.2  
will be kept under review as the joint  
Development Plan Document is  
brought forward by the nine Greater  
Manchester local authorities.



Wythenshawe Hospital Campus SRF  
Wider Site Analysis  
Figure 3.12  
Wider Sphere of Influence



## 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** (forming part of the draft 2020 GMSF Policy Allocation 3.2 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.

**Masterplan for the Timperley Wedge Allocation (2020)**

- 2.49 Trafford MBC have completed 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.

- 2.50 The outcome of this work is presented in the Masterplan for Timperley Wedge Allocation (September 2020), which was published as an Appendix to the Report on the draft 2020 GMSF Publication document presented to Trafford MBC’s Executive on 2 November 2020.
- 2.51 The Masterplan reflects the adjacencies of the Timperley Wedge, including the Wythenshawe Hospital Campus area.
- 2.52 The Masterplan identifies and considers a series of constraints and opportunities of relevance to the potential future development of land within the draft Timperley Wedge allocation, including:
  - Transport Connectivity: HS2, Northern Powerhouse Rail, Metrolink, Bus and Road Connections, Cycle Routes and Pedestrian Connectivity.
  - Environmental and Social Context: Heritage, Historic Landscape and Archaeology, Arboriculture and Ecology, Green Belt, Flood Risk, Surface Water and Drainage, Utilities and easements, Surrounding Areas and Social Infrastructure.
- 2.53 In response to these identified constraints and opportunities, a series of design principles are presented that would inform the future delivery of the quantum of development outlined in the Timperley Wedge allocation.
- 2.54 The Design Principles include:
  - Green Design Principles: Green Belt, Green Corridors, New Rural Park, Biodiversity Net Gain, Play and Sports’ Facilities.
  - Blue Infrastructure.

- Community Facilities.
- Appropriate Minimum Building densities and Heights.
- Design Quality.
- New Internal Road Network and Hierarchy.
- Sustainability.

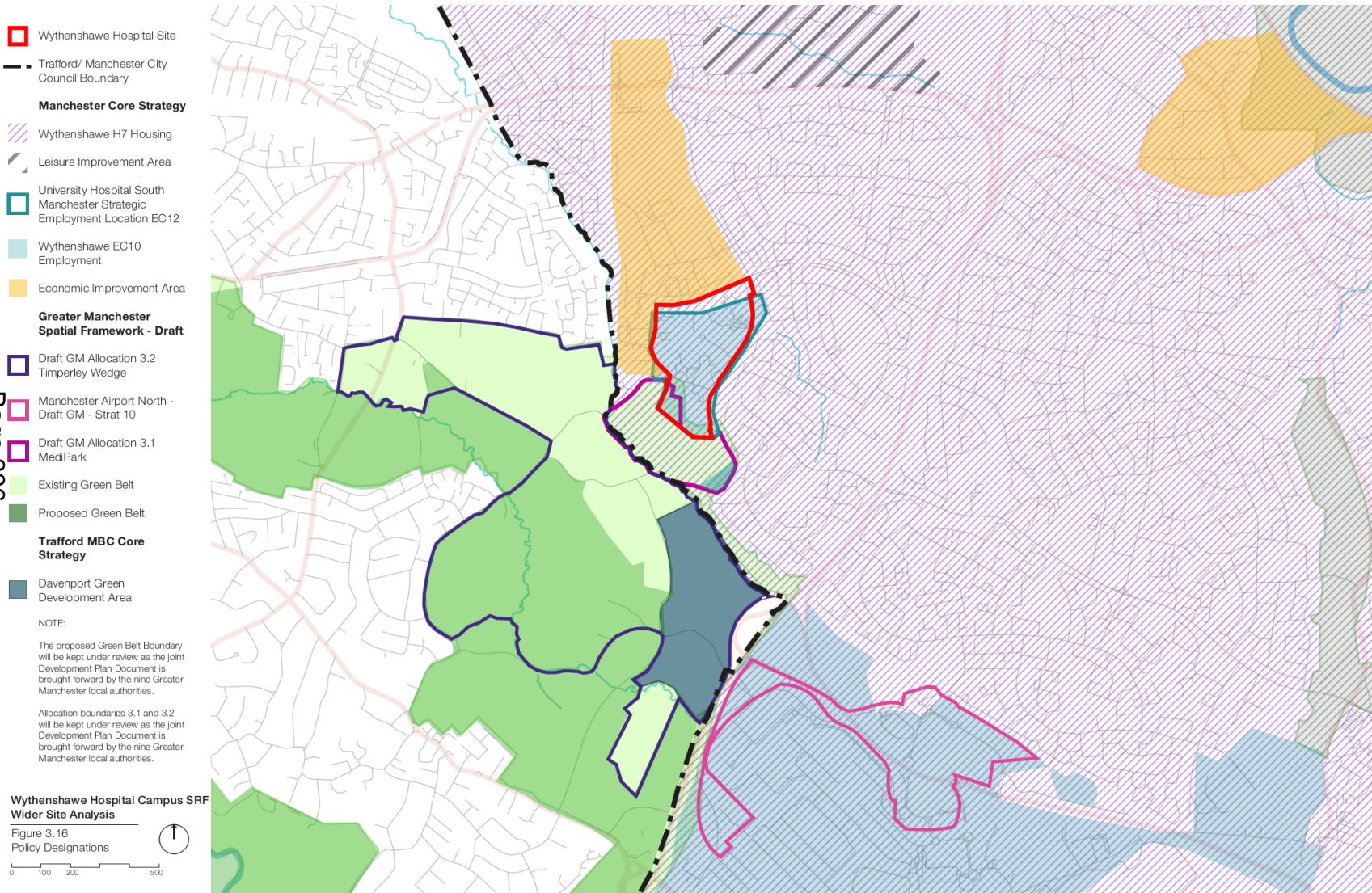
2.55 A summary of the masterplan proposals is provided in diagram form, which is broadly consistent with the earlier iteration used as a basis for preparation of Figure 5.7 Wythenshawe Hospital Campus Future State Wider Sphere of Influence.

2.56 Further detail is provided as to potential new rail, road and Metrolink routing, transport nodes, blue and green infrastructures, development plots and regions, to identify like mix and quantum of use within different regions.

2.57 An alternative scenario, without HS2 Rail, is also presented. This would result in a reduction in the overall quantum of units and floorspace delivered through the draft Timperley Wedge allocation.

DRAFT





# 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.

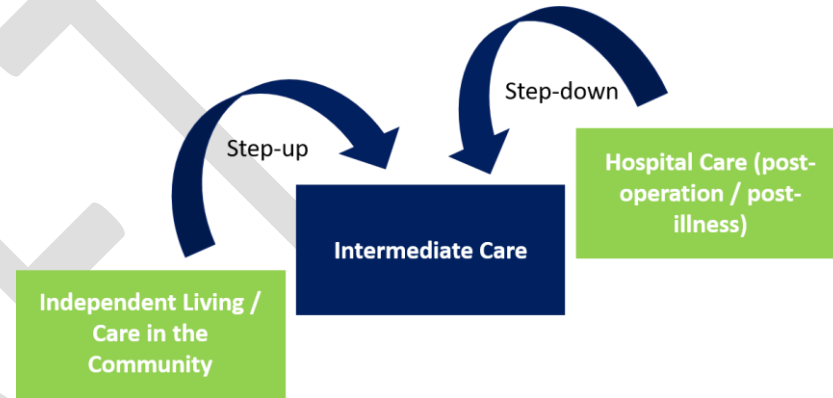


Figure 3.1: Step-up and Step-down Care (Source: Hatch Regeneris)

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 expected to be removed through a strategic policy allocation in the joint DPD "Places for Everyone", which will be taken forward following the decision not to progress the draft GMSF (where it was allocated in draft GM Allocation 3.1 Medipark).
- 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 City<sup>1</sup>. 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 Profile<sup>2</sup> 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

<sup>1</sup> Manchester City Council, State of the City Report 2019 (November 2019)

<sup>2</sup> 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 Challenge<sup>3</sup>, 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 graduates<sup>4</sup>.

- 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 London<sup>5</sup>.
- 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)<sup>6</sup>.

#### 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 2017<sup>7</sup>. In 2017,

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

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

<sup>5</sup> 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/>

<sup>6</sup> Ibid.

<sup>7</sup> 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.<sup>8</sup>

3.99 Employment growth of 0.6% per year is forecast between 2018 and 2037<sup>9</sup>. 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 sectors<sup>10</sup>.

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 City<sup>11</sup>. 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 Manchester<sup>12</sup>.

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

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

<sup>9</sup> GMCA, Greater Manchester Spatial Framework Topic Paper: Employment (January 2019)

<sup>10</sup> 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

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

<sup>12</sup> 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 included an upgrade of Junction 6 to 8 to SMART Motorways commencing 2021 and completing in spring 2022.
- 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 proposed 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.

### **Greater Manchester Walking and Cycling Vision**

- 3.134 Following commitment of £16m of national government funding to Greater Manchester from the Active Travel Fund, plans are under development to deliver 24 miles of cycling



and walking routes, with a core network of cycling routes on major corridors to Manchester and Salford city centres.

3.135 This will include £1.5m of funding for a scheme in Wythenshawe, which will be developed by MCC in partnership with Trafford MBC, to improve cycling links between Wythenshawe town centre, Wythenshawe Hospital and Manchester city centre.

3.136 Subject to consultation, the scheme aims to improve and provided new dedicated cycle infrastructure from Simonsway via Wythenshawe Hospital to the Bridgwater Canal, to give a continuous route for all levels of cycling experience.

3.137 MFT are engaged with the MCC and Trafford MBC regarding delivery of the scheme and maximising opportunities for improved green transport routes for those accessing Wythenshawe Hospital.

### Manchester's Strategic Priorities

#### Our Manchester Strategy (2016-2025)

3.138 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.

3.139 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

3.140 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.

3.141 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.

3.142 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.

3.143 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.

3.144 The Manchester Climate Change Framework 2020 – 2025 was adopted in February 2020, building on the Draft Manchester Zero Carbon Framework 2020-2038 and Manchester City Council’s declaration of a climate emergency. It is Manchester’s high-level strategy for meeting climate change commitments. Areas for action include improving the energy efficiency of local homes; generating more renewable energy to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; the development of a ‘circular economy’, in which sustainable and renewable materials are reused and recycled as much as possible; and the provision of green infrastructure for carbon sequestration.

#### **Manchester Green and Blue Infrastructure Strategy (2015)**

3.145 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.

3.146 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**

3.147 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.

3.148 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.

3.149 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.

3.150 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.

3.151 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.

3.152 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.

3.153 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.

3.154 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.

3.155 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)**

3.156 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)**

3.157 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 (2020)**

3.158 The publication draft of the GMSF was issued in October 2020, following four earlier rounds of consultation, including consultation on the Greater Manchester Plan: GMSF Revised Draft, which commenced in January 2019. This document is designed to set out Greater Manchester's plan for homes, jobs and the environment for the whole of the city region.

3.159 It was intended that, following approval from each of the ten Greater Manchester local authorities, a period of public consultation would be held on the Publication Draft of the GMSF, commencing on 1 December 2020, with an Examination in Public and Adoption to follow.

3.160 In December 2020, Stockport MBC took the decision not to publish the Publication Draft GMSF for consultation, which effectively signalled the end of the GMSF as a joint plan of the ten Greater Manchester local authorities.

3.161 At a meeting of the Executive Board of the Association of Greater Manchester Authorities (AGMA) on 11 December 2020, officers were requested to report back on implications and process of producing a joint Development Plan Document (DPD) of the nine remaining Greater Manchester districts.

3.162 As reported to a meeting of the AGMA Executive Board on 12 February 2021, discussions indicated that there is continued opportunity to work collaboratively to produce a joint DPD, to

be known as “Places for Everyone.” Producing such a plan would enable those nine local authorities to:

- Progress the strategic policies in draft 2020 GMSF, which command widespread support, for example net zero carbon development, affordable housing and space, and accessibility standards for new housing;
- Maximise the use of sustainable urban / brownfield land and limit the need for Green Belt to accommodate the development needs of the nine districts;
- Align with the wider Greater Manchester strategies for transport and other infrastructure investment;
- Utilise the evidence base already commissioned and completed, minimising the cost of producing further evidence; and,
- Spread the costs jointly of the independent examination.

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3.163 A decision was taken to progress with production of the new joint DPD for the nine local authorities, with the first steps being to establish a new joint committee comprising representatives from each and to delegate preparation of the joint DPD to the new joint committee.

3.164 In the event that the draft joint DPD is considered to have substantially the same effect on the nine local authorities as the draft 2020 GMSF, the next stage would be publication and consultation. As with the draft 2020 GMSF, each individual local authority would be responsible for approving the publication draft of the joint DPD ahead of the period for representations. The nine full Councils will be responsible for approving the joint DPD for independent Examination.

3.165 There will be a formal obligation to consult Stockport MBC on matters of strategic, cross boundary significance. The

outcome of this process will be set out in a Statement of Common Ground.

3.166 As such, it is expected that there will be changes arising from the most recently published draft 2020 GMSF and as yet the timetable for publication of the draft joint DPD “Places for Everyone” is not known. However, with regard to Wythenshawe Hospital Campus and the wider sphere of influence, including the land forming part of the draft allocations 3.1 MediPark and 3.2 Timperley Wedge in the draft 2020 GMSF, it is understood that the intention of the nine local authorities is likely to remain consistent with these draft allocations.

3.167 On that basis, the draft 2020 GMSF allocations are referenced here as an indication of the expected future allocations in the joint DPD.

3.168 The objectives for the Campus are consistent with the draft 2020 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.

3.169 Figure 3.16 identifies the draft 2020 GMSF Policy allocations.

3.170 **Draft Policy GMP 1 (Supporting Long Term Economic Growth)** identifies health innovation including life sciences as key areas of growth. Key locations, such as Manchester Airport Enterprise Zone Wythenshawe Hospital and ediPark will be a focus for economic growth in an inclusive way.

3.171 **Draft Policy GM-P 3 (Office Development)** identifies that at least 2,500,000 sq.m. of accessible new office floorspace



will be provided in Greater Manchester during the plan period. This includes a focus on Manchester Airport Enterprise Zone and its environs.

3.172 **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. It notes that the benefits of exceptional connections will be maximised, including continued development of MediPark and Roundthorn Industrial Estate as a health and biotech cluster. Three sites are allocated near to Manchester Airport; changes to the Green Belt are proposed in support of these developments, including at MediPark (draft GM Allocation 3.1) and Timperley Wedge (draft GM Allocation 3.2).

3.173 **Draft GMSF Policy GM-E 6 Health** identifies that improvements in health facilities will be supported, responding to the changing needs and demands of residents, including through enabling the continued enhancement and successful operation of Greater Manchester's hospitals, and facilitating greater integration of health and social care, and the provision of integrated wellness hubs.

3.174 **Draft GMSF Policy GM Allocation 3.1 Medipark** allocates an area to the south of the existing Hospital estate to deliver around 86,000 sq.m. of office focused floorspace subject to development being compliant with a series of policy criteria.

3.175 **Draft GMSF Policy GM Allocation 3.2 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 (of which 15,000 sq.m. would be delivered in the plan period).

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**

3.176 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**

3.177 The Greater Manchester Transport Strategy 2040 (GMTS 2040) was originally published in 2017 and updated in January 2021. The 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". The four key elements of this vision are 1) supporting sustainable economic growth; 2) protecting our environment; 3) improving quality of life for all; and, 4) developing an innovative city region.

3.178 The GMTS 2040 is structured around five types of trips or "spatial themes" to enable an integrated set of interventions to address specific issues in different parts of the City Region and for different types of travel. These spatial themes include: Connected Neighbourhoods; Travel Across the Wider City Centre; Travel to and Within our Regional Centre; Delivering Better City to City Links; and, Global Connectivity.

### **Other Greater Manchester Plans**

3.179 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**

3.180 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**

3.181 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.

3.182 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**

3.183 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.

3.184 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.

3.185 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.

3.186 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**

3.187 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.

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

3.189 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.

3.190 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.

3.191 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**

3.192 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.

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

3.194 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.

3.195 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.

3.196 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.

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

### **Leveraging the Hospital's Strengths**

3.198 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.

3.199 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.

3.200 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.

3.201 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.

3.202 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.

3.203 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.



3.204 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.

3.205 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

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3.206 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.

3.207 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.

3.208 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

3.209 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.

3.210 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.

3.211 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.

3.212 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.

3.213 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.

3.214 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.

DRAFT

- 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





Wythenshawe Campus Site Photos

Key Junctions & Entry Points



1. Hollyhedge - Southmoor Rd Junction



2. Southmoor Rd Hospital Campus Entrance



Key Plan



3. Floats Rd - Southmoor Rd Junction



4. Foot & Cycle Path Heading West Off Floats Rd



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



Key Plan



7. Baguley

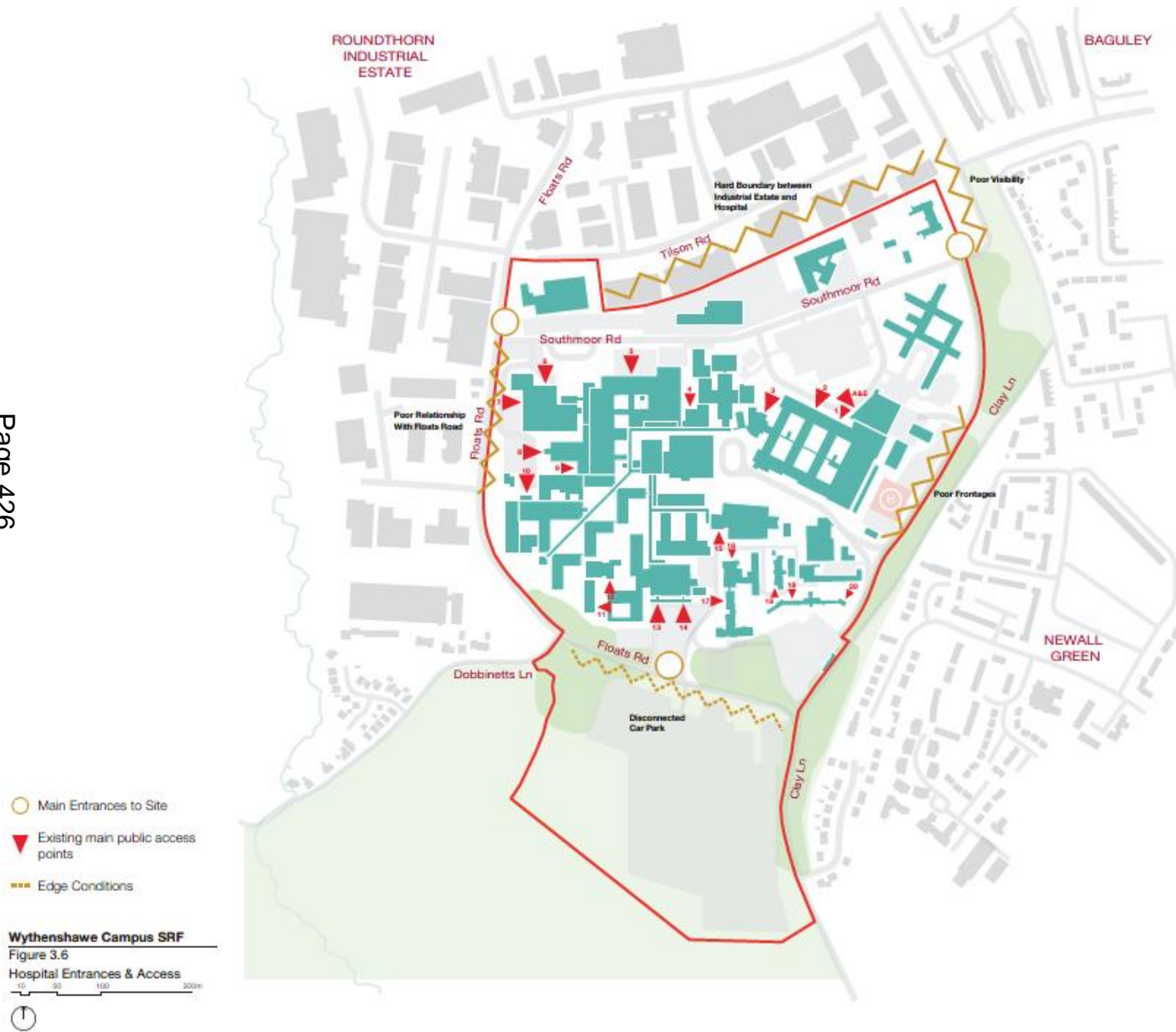














8. Accident & Emergency Entrance







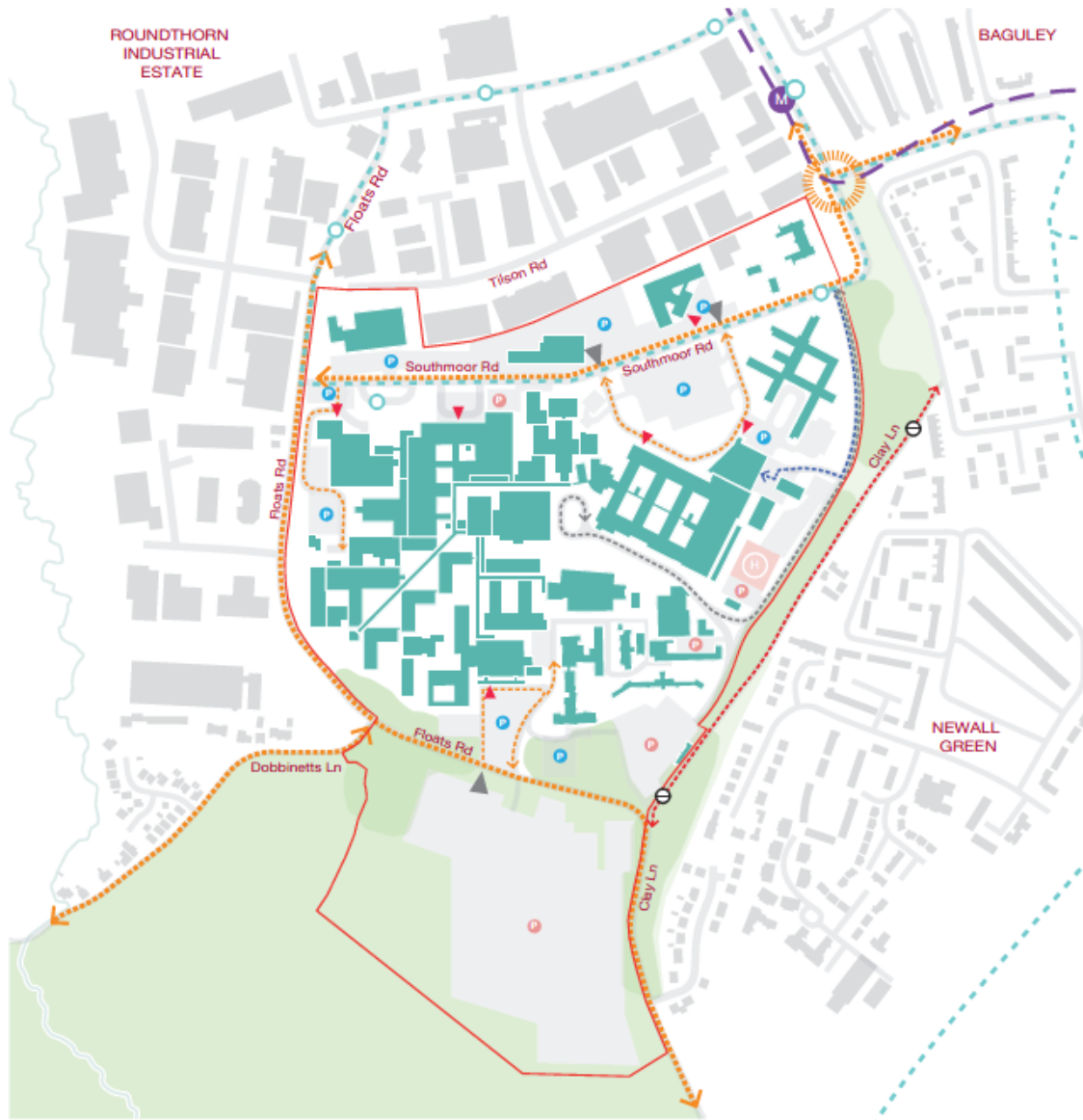


-  Visitor parking
-  Staff/restricted parking
-  Patient pick up/Drop off point
-  Ambulance-blue light route
-  Deliveries/service yard
-  Main Vehicular Route
-  Bus Routes
-  Existing Bus Stops
-  Metrolink
-  Metrolink Stop
-  Key Junction
-  No vehicular route through

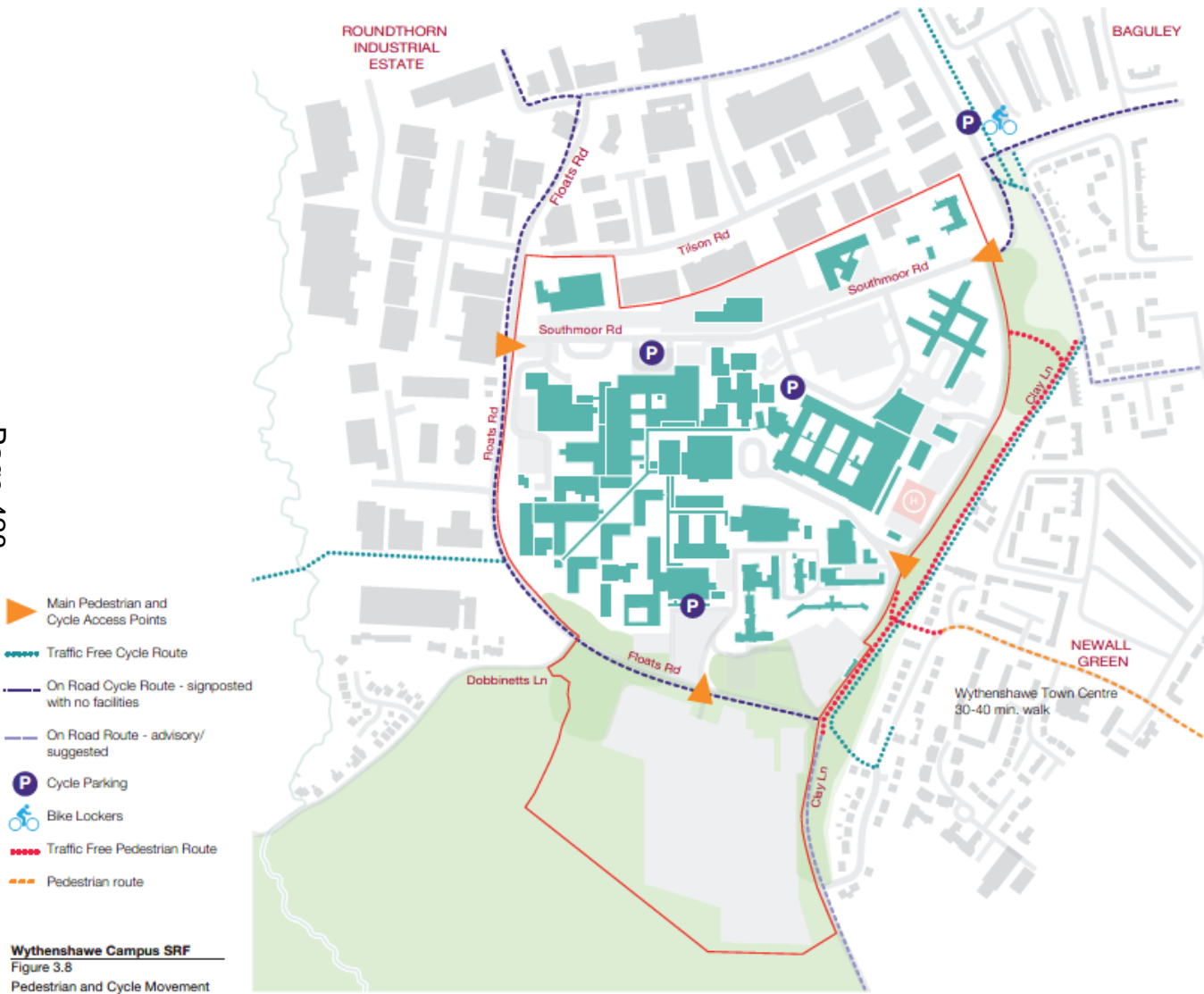
**Wythenshawe Campus SRF**

Figure 3.7  
Vehicular Movement

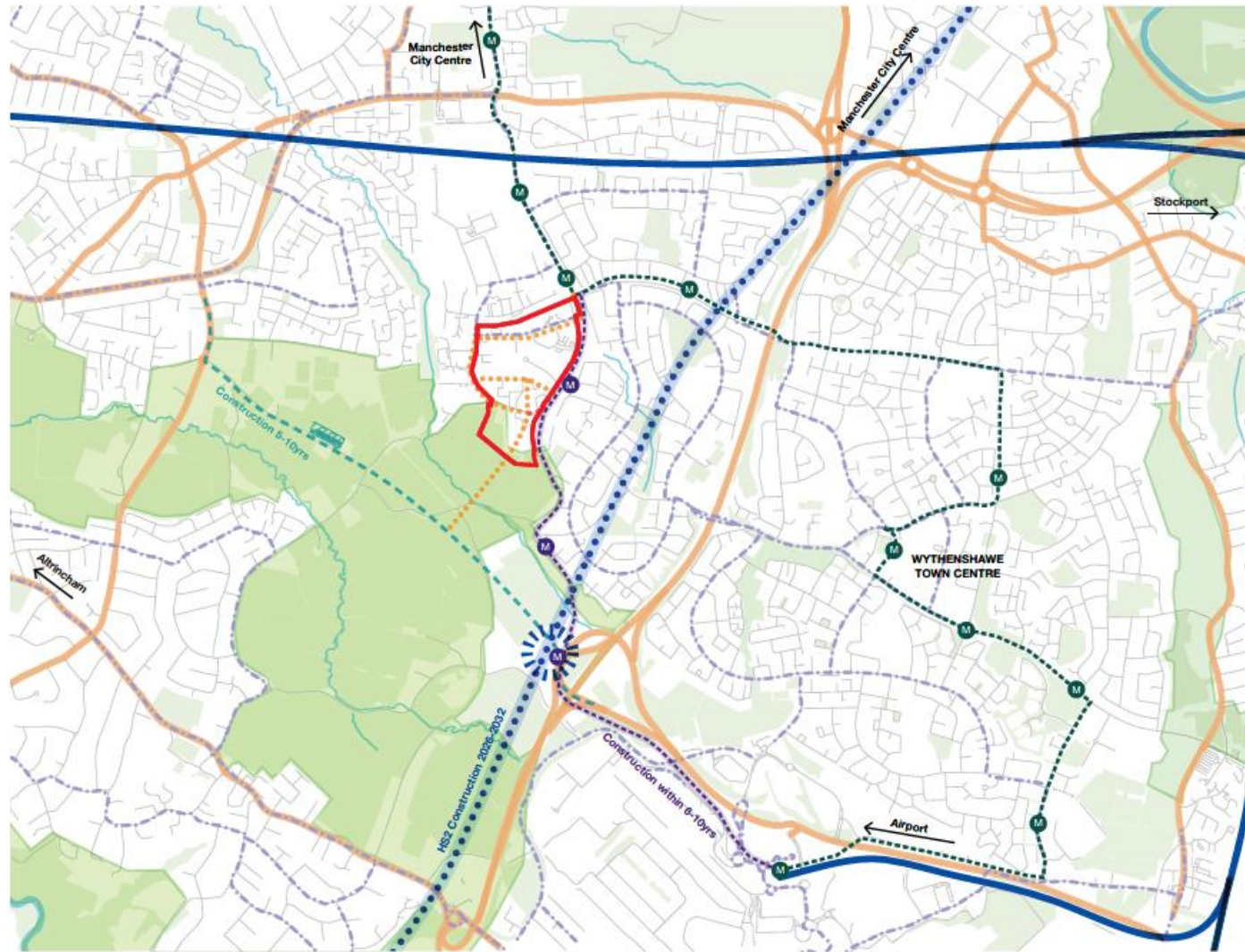
0 50 100 200m





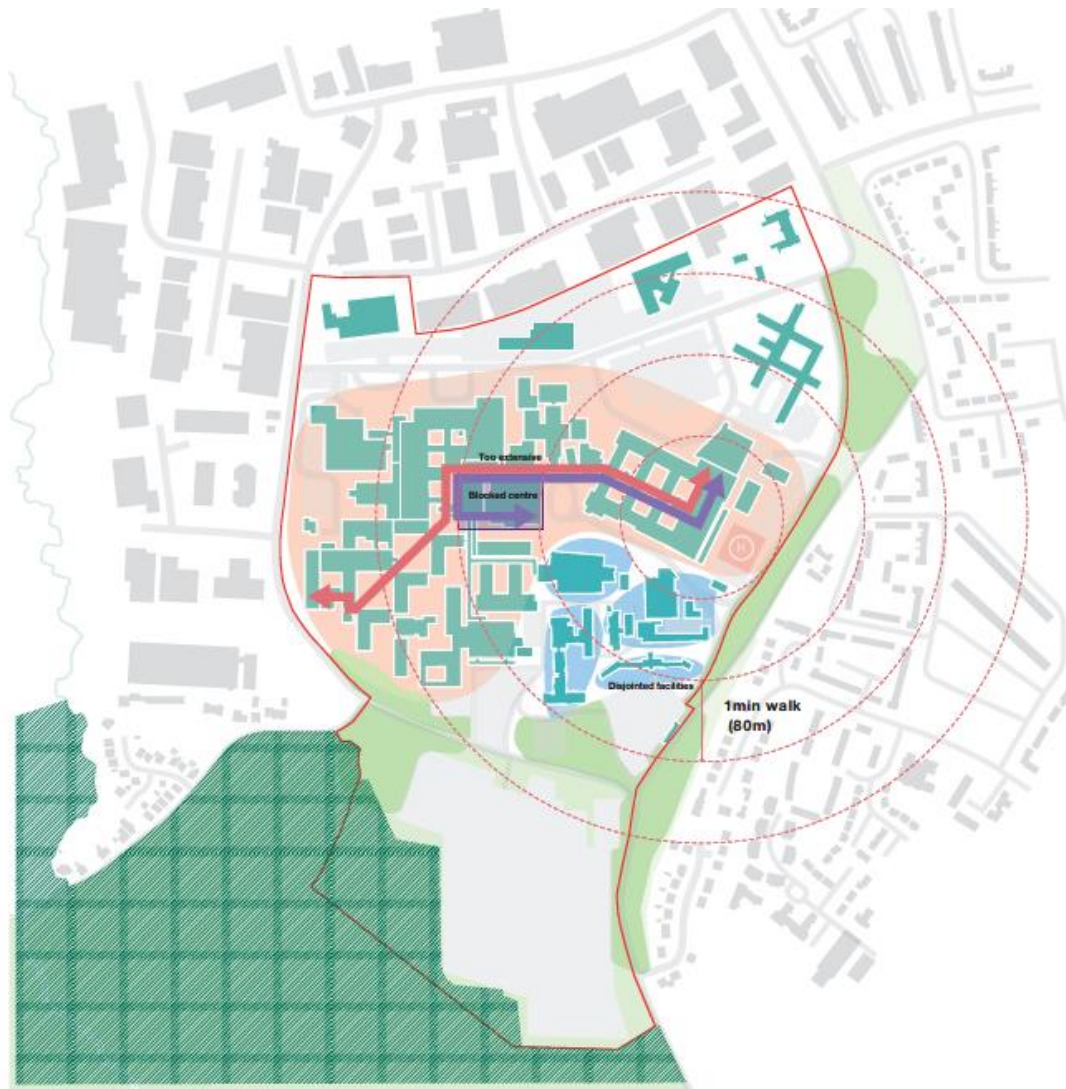


Wythenshawe Campus SRF  
Wider Site Analysis  
Figure 3.9  
Existing & Proposed  
Transport Links



-  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)

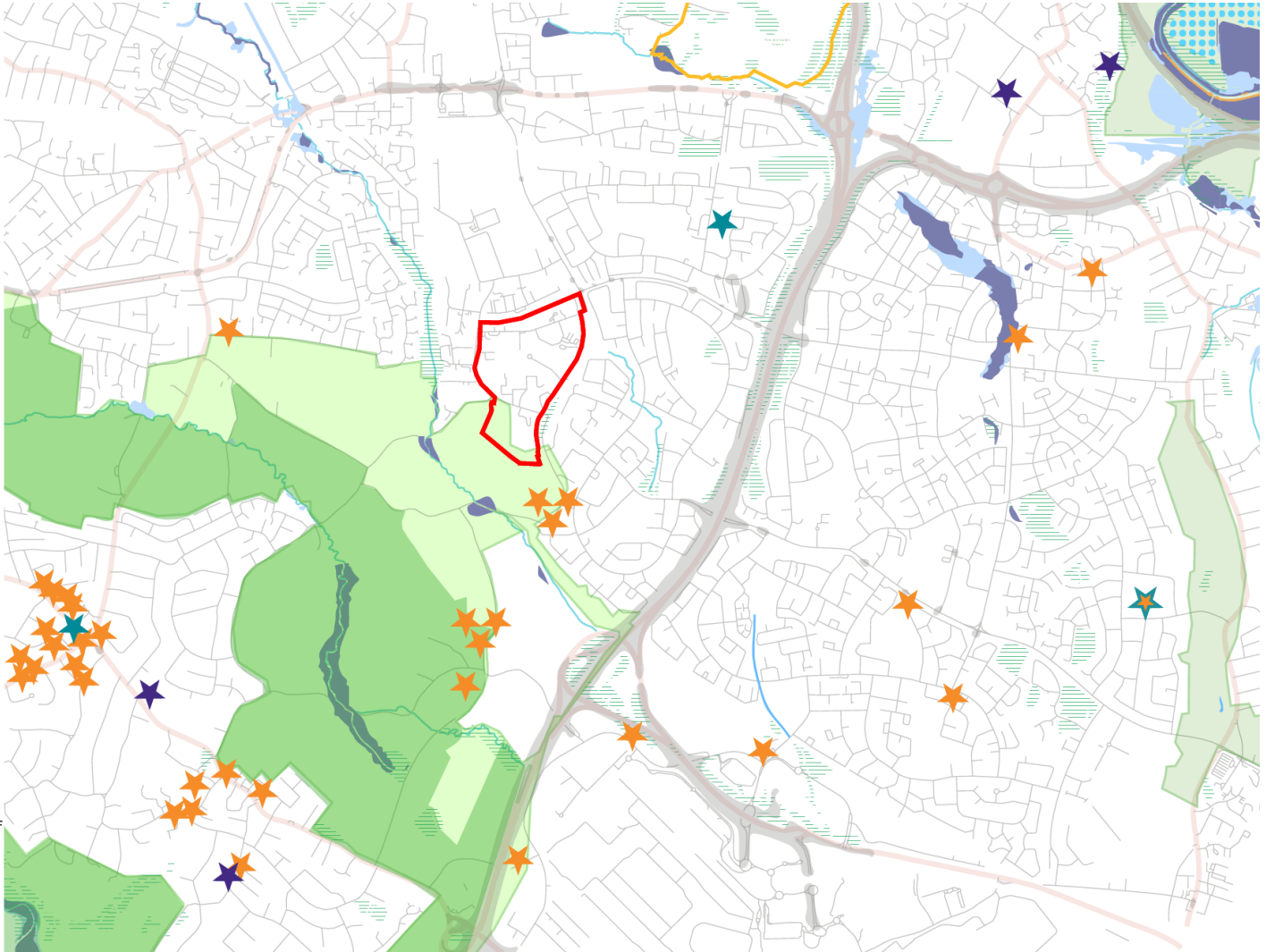
**Wythenshawe Campus SRF**  
 Figure 3.10  
 Estate Analysis





- 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

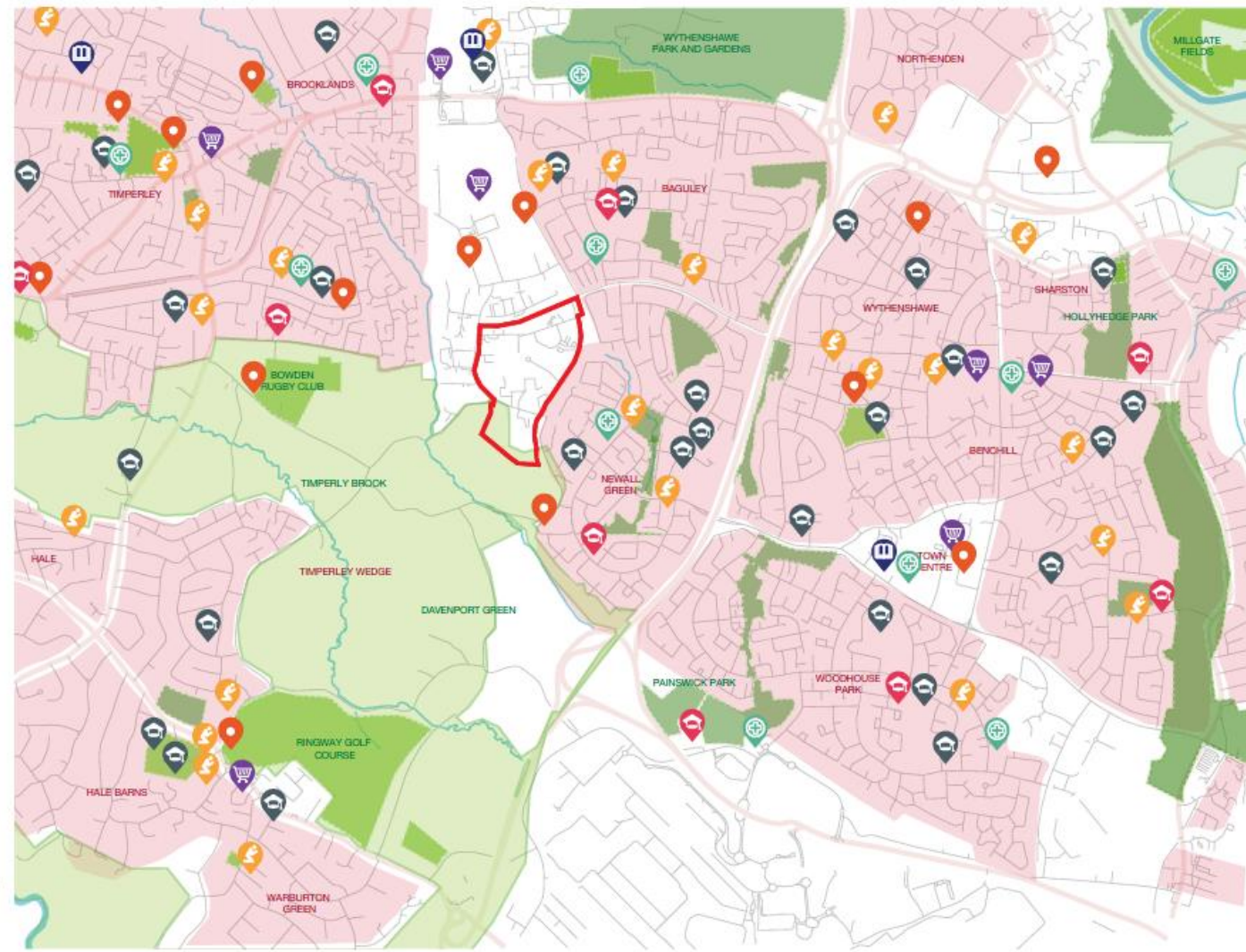
NOTE:  
The proposed Green Belt Boundary will be kept under review as the joint Development Plan Document is brought forward by the nine Greater Manchester local authorities.



Wythenshawe Hospital Campus SRF  
Wider Site Analysis  
Figure 3.11  
Existing Environmental Designations & Constraints



Wythenshawe Campus SRF  
Wider Site Analysis  
Figure 3.13  
Existing Social Infrastructure



# 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.



Figure B: Wythenshawe Hospital Campus SRF - Indicative Sketch 2 (Source: BDP)



# 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**. The masterplan proposal is based on maintenance of existing services and bed numbers, with more flexible space enabling MFT to better respond to situations such as the current Covid-19 pandemic in the future.
- 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. Consideration will be given to potential for independent and local companies to form part of the overall mix.
- 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. Further research and engagement would be carried out by MFT and Bruntwood to refine the residential mix in advance of any planning application being brought forward, including consideration of demand and need.
- 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).

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### 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, and potential for better linkages in respect of apprenticeships, in line with **Core Strategy Policy EC10 Wythenshawe (Employment)**. It is anticipated that the new commercial floorspace could create between 1,500 and 3,000 new jobs.
- 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. It is acknowledged that there will be a requirement for on-going stakeholder engagement as part of any plans to re-route the Metrolink Western Loop Extension.
- 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. Consideration will be given to potential to expand the existing shuttle bus service operated by MFT.
- 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 proposed 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. Junctions 6 to 8 of the M56 are proposed to be upgraded to SMART Motorway with works

having recently commenced and scheduled to complete in spring 2022.

- 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. On-going collaborative work is likely to be required with a range of stakeholders as part of future proposals for the strategic road network.
- 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. Monitoring of the Travel Plans would be secured through an appropriately worded planning condition attached to any planning permission for future development.

- 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; in addition, there is an opportunity to improve connections through work in the wider area being progressed through the Active Travel Fund.

- 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 the proposed allocation of land at 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, including in the form of green views looking out of the buildings for patients who are unable to leave their beds.

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 the Manchester Climate Change Framework adopted in February 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 to 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. This will include consideration of appropriate routing for construction vehicles. Routes will be kept under review with

stakeholders during masterplan delivery, reflecting any changes in the wider strategic highway network that might result in new or improved construction traffic routes becoming available. This will be captured through appropriately word planning conditions as part of permission for future development that are granted. Clear and consistent messaging will be required for the local community and users of Wythenshawe Hospital to explain continuity of services and revised access arrangements during construction activity.

### 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 joint DPD and confirmation of its allocation for these land uses /subsequent 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 joint DPD and confirmation of allocation for this quantum of development / 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, which would be captured through appropriately worded planning obligations as part of future planning applications.
- 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 was reported to Manchester City Council's Executive Committee for endorsement as a basis for consultation on 17 March 2020. A consultation period of 8 weeks running from 30 November 2020 to 29 January 2021 was thereafter undertaken where all staff, the local community, landowners, other interested parties and the general public had the opportunity to ensure

that the final version of the draft has been properly informed by their views.

5.146 MFT, Bruntwood and MCC worked together to deliver the consultation, in manner that was appropriate taking into account Government guidance regarding the Covid-19 pandemic and the need for social distancing. The consultation included a range of promotion methods, use of the MFT website and digital briefing sessions attended by representatives of the team.

5.147 All comments received during consultation have been carefully considered and addressed. The outcome of the consultation process has been 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 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 the nine Greater Manchester local authorities (excluding Stockport MBC) and Manchester City

Council as the joint DPD "Places for Everyone" is prepared and the Manchester Local Plan Review is undertaken.

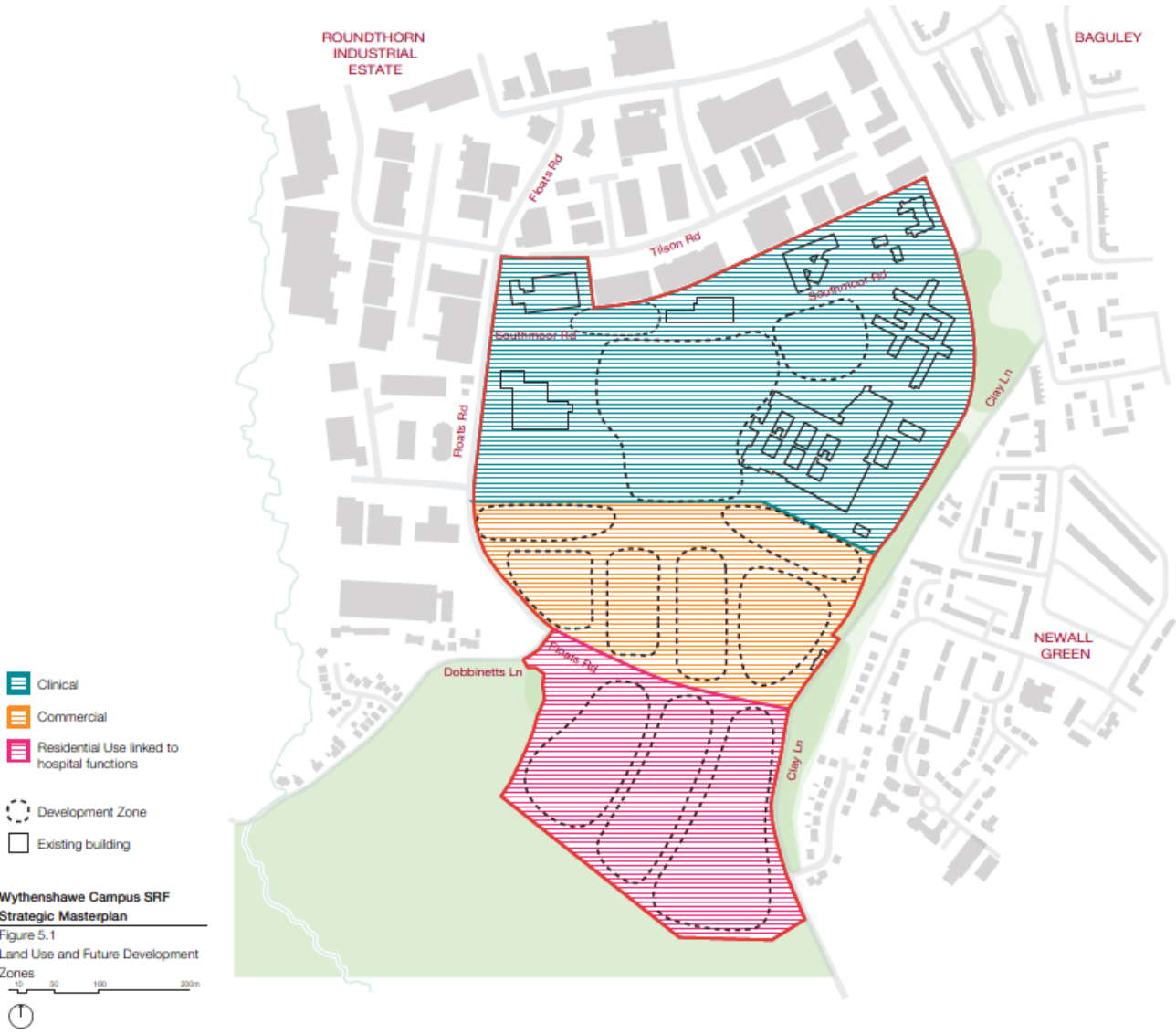
5.155 MFT and Bruntwood will continue to undertake feasibility studies with the project team and wider technical stakeholder consultation with the aim of finalising a scheme to form the first phase of development at Wythenshawe Hospital Campus.

5.156 The current intention is to bring forward a detailed planning application for Phase 1A Enabling Works in 2021. 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.

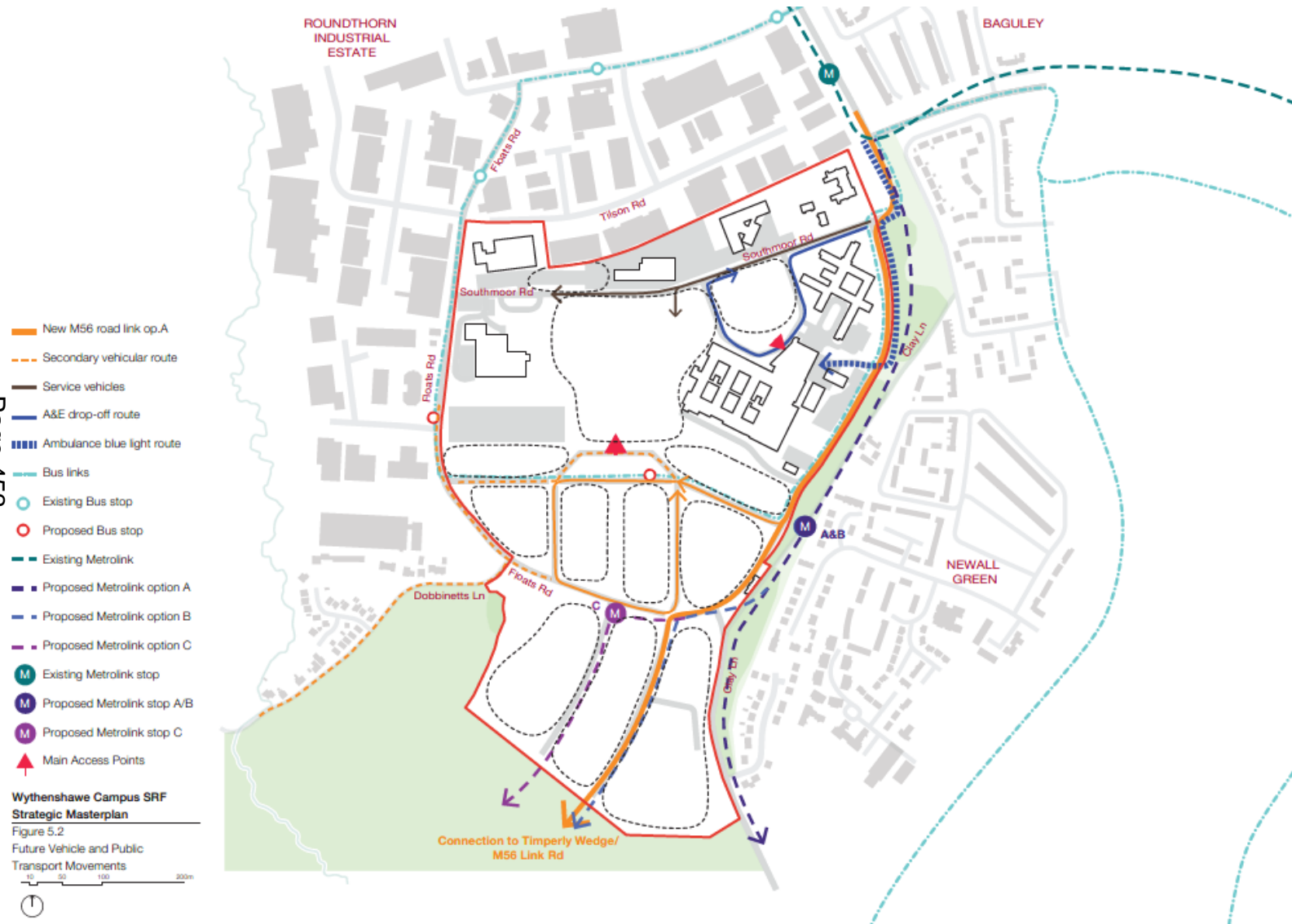
5.157 The Wythenshawe Net Zero Carbon Framework and Action Plan will be developed by MFT, Bruntwood and the wider masterplanning team.

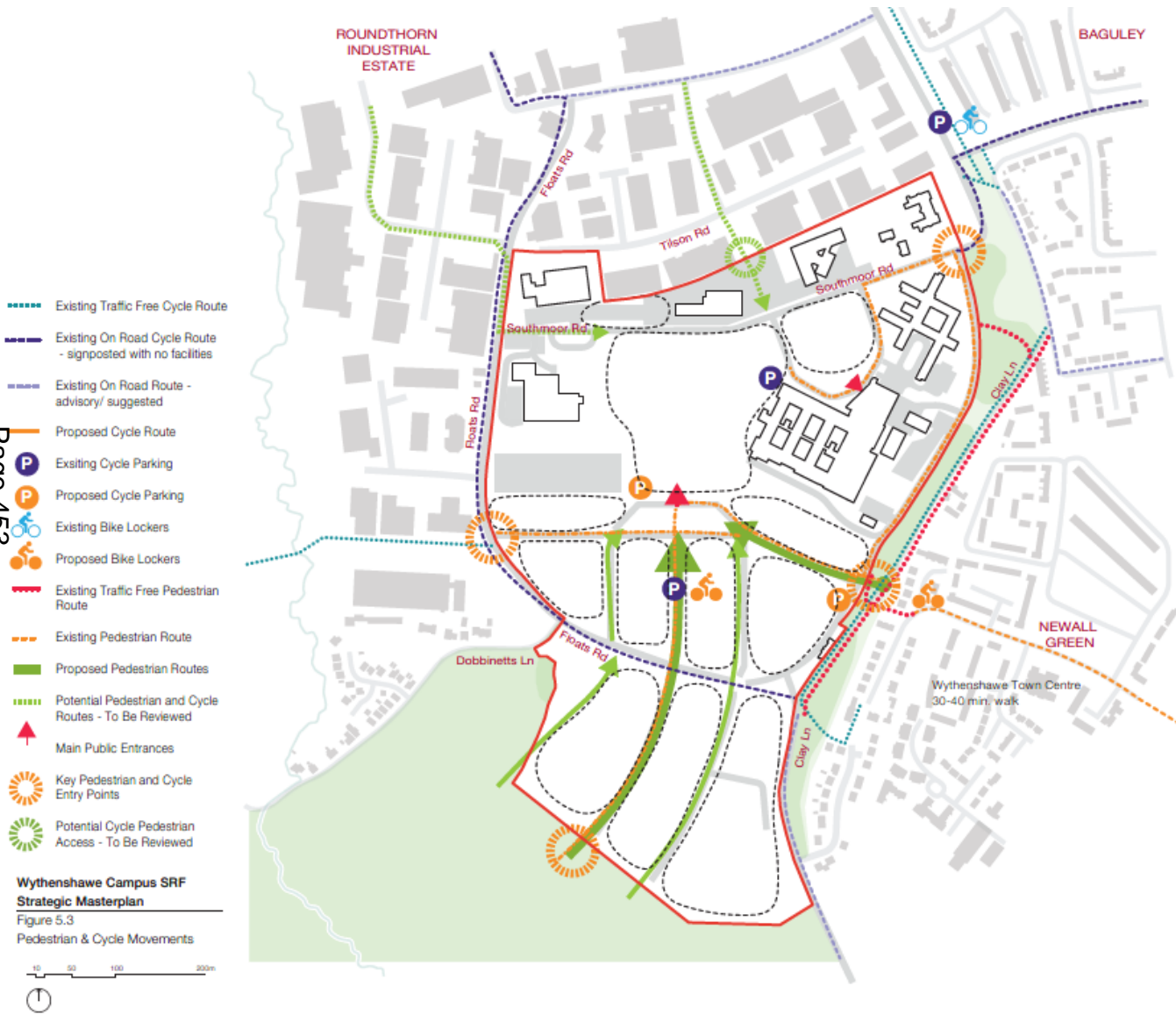
5.158 MFT and Bruntwood will continue to have on-going dialogue with the adjoining landowners and key stakeholders with a view to ensuring that future development and planning applications are integrated and complementary to the wider sphere of influence.







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









-  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

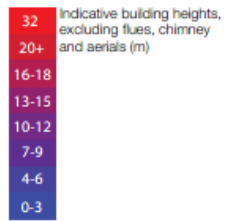
**Wythenshawe Campus SRF  
Strategic Masterplan**

Figure 5.4  
Opportunities for Public Realm  
and Green Space



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

Retained Building



Wythenshawe Campus SRF  
 Strategic Masterplan  
 Figure 5.6  
 Proposed Building Heights



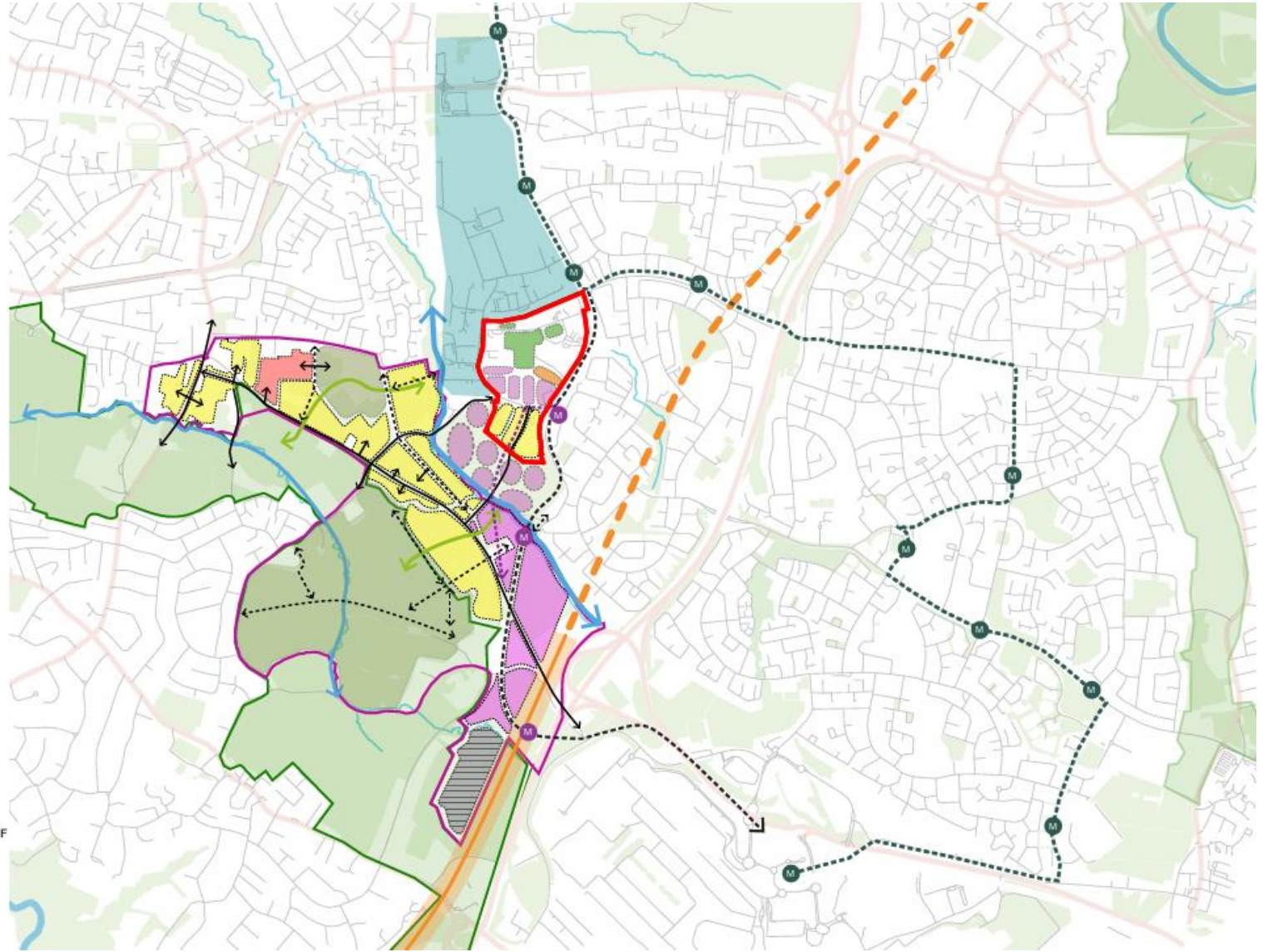
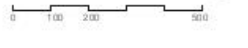


- Wythenshawe Hospital Site
- Indicative Residential Development
- Indicative Employment Development
- Indicative Mixed Use Development
- Indicative Commercial Use
- Indicative Clinical Use
- Indicative Green Infrastructure
- Indicative Leisure Use
- Safeguarded Land
- Greenbelt
- Roundthorn Industrial Estate
- Indicative Multi-Modal Routes
- Improved Pedestrian / Cycle Routes
- Indicative Metrolink Western Leg
- Indicative Blue Infrastructure Links
- Indicative Green Infrastructure Links
- HS2 Route and Safeguarded Area
- Metrolink Stations
- Existing Metrolink
- Proposed Metrolink
- Potential Metrolink Stations

*\*Timperley Wedge information based on most recent publicly available information*

**Wythenshawe Hospital Campus SRF Wider Site Analysis**

Figure 5.7 Emerging Campus Masterplan within the Wider Sphere of Influence



-  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











# Appendix 1 Indicative Sketches and Precedent Images

DRAFT



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Figure C: Wythenshawe Hospital Campus SRF - Indicative Sketch 3 (Source: BDP)





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Figure D: Wythenshawe Hospital Campus SRF - Indicative Sketch 4 (Source: BDP)





Figure E: Precedent Image for Healthcare - Alderhey Hospital (Source: BDP)



Figure F: Precedent Image for Commercial Research Building – Bright Building, Manchester Science Park (Source: BDP)



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Wythenshawe Hospital Campus Strategic Regeneration Framework  
Consultation Report DRAFT

March 2021



# 1. Introduction

Wythenshawe Hospital and adjacent land is established within planning and regeneration policy as an opportunity for transformational change.

## 1.1. Wythenshawe Hospital Campus Strategic Regeneration Framework

Manchester University NHS Foundation Trust (MFT) and Bruntwood, in consultation with Manchester City Council (MCC) and other key stakeholders has developed a masterplan and Strategic Regeneration Framework (SRF) for the transformation of the Wythenshawe Hospital Campus in accordance with Core Strategy Policy EC12 University Hospital South Manchester Strategic Employment Location.

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.

The SRF will not form part of MCC's Local Plan; however, on endorsement it will become a material consideration in the determination of any planning application for the Wythenshawe Hospital Campus area.

## 1.2. MCC Executive – March 2020

The draft SRF was initially reported to MCC's Executive Committee for endorsement as a basis for consultation on 11 March 2020.

## 1.3. Public Consultation

The public consultation period ran for 8 weeks, beginning on 30 November 2020 and closing on 29 January 2021.

During this period, hospital staff, the local community, neighbouring landowners, interested parties and the general public were provided the opportunity to find out more about the proposals and give their feedback, to ensure that the final version of the SRF is informed by their views.

MFT, Bruntwood and MCC worked together to plan and deliver the public consultation exercise, which had to be tailored to fit with Government guidance in respect of the Covid-19 pandemic and requirements for social distancing.

Residents and businesses within an agreed consultation boundary were notified of the consultation; in addition, it was widely publicised through a range of traditional and social media platforms, MFT and MCC websites, and community venues and networks.

Responses to the consultation could be submitted via an on-line feedback form, email or freepost to MFT, or via telephone.

- Appendices:
  - Appendix 1 Stakeholder List
  - Appendix 2 Consultation Zone

Comments were noted at the digital briefing meetings held for staff and the public; these have been captured in the feedback reported in this report. Responses to comments were also provided at the meetings and posted on the Frequently Asked Questions section of the MFT webpage.

#### 1.4. Purpose of this Report

To report on the public consultation undertaken including consultation methodology, consultation comments and the team's response, and summary of proposed changes to the draft SRF. Copies of information used in the consultation are appended to the report.

The reporting process allows MFT and Bruntwood to fully understand the public consultation response to the draft SRF and make changes to the final document to ensure it is suitable to be endorsed as final by MCC Scrutiny and Executive Committees in March 2021.

#### 1.5. Report Structure

This remainder of this Report is structured as follows:

- Section 2: Consultation Strategy and Methodology – setting out the overall approach to the consultation;
- Section 3: Consultee Comments and Team Response – comments have been collated by theme and, where required, a response drafted to these;
- Section 4: Summary of proposed amendments to the draft SRF; and,

# 2. Consultation Strategy and Methodology

At the outset of planning for the consultation, a group was established with representatives from MFT, Bruntwood, MCC and Deloitte to ensure that the consultation was appropriately planned, that the relevant stakeholders were engaged and that key messages were communicated consistently.

## 2.1. Covid-19 Pandemic

In accordance with Government guidance in respect of the Covid-19 pandemic, and the requirement for social distancing and other safety precautions, it was decided at the outset that it would not be possible to hold a physical public exhibition, as the team would have liked to do.

The team carefully considered the guidance set out in the Manchester Statement of Community Involvement and designed a consultation that incorporated a range of alternative methods, including letters, leaflets and video briefing sessions, as well as use of traditional and social media. The approach to consultation was discussed with

local Ward Councillors and tailored in response to feedback before it commenced.

As set out within this report, there has been a good level of engagement from stakeholders through these different methods. Where contact details and consent were provided, those responding to the consultation will be kept informed by MFT as the masterplan moves forward.

Further public consultation will take place in advance of any detailed planning applications being submitted in respect of development plots within the masterplan area and stakeholders will have a further opportunity to provide feedback and shape proposals through this consultation.

## 2.2. Stakeholder Mapping

A key step in undertaking a consultation exercise is to determine who is to be consulted. To facilitate this, a stakeholder mapping exercise was carried out to identify the key stakeholders in connection with the draft SRF, based on the guidelines detailed in Section 2 of this report.

### 2.2.1. Political Engagement

It is important to engage effectively with local politicians to ensure that elected members are kept informed of the masterplan, and the consultation process itself.

It is also recognised that local politicians often possess a significant amount of knowledge about the communities and

localities they represent, which can be harnessed to inform the consultation and design development process.

The Wythenshawe Hospital Campus masterplan area lies within Manchester's Baguley ward, in the Wythenshawe and Sale East parliamentary constituency. Given the size of the masterplan area and the comprehensive scheme proposed, it was considered appropriate to consult elected members representing both the immediate ward area, and adjacent wards, as well as representatives from Trafford Metropolitan Borough Council (Trafford MBC).

### **2.2.2. Wythenshawe Hospital Staff**

Existing Wythenshawe Hospital Staff were identified as a key stakeholder that will be directly affected by the masterplan and able to provide insight and feedback that will be key in developing the masterplan into detailed design proposals.

### **2.2.3. Tenants and Resident Associations**

Wythenshawe Housing Group was identified as a key stakeholder in the local area.

### **2.2.4. Community Groups**

Wythenshawe Good Neighbours and the BW3 business networking group were identified as active community groups in the local area.

### **2.2.5. Public Engagement**

Achieving meaningful and sustained engagement with local residents and businesses lies at the heart of the stakeholder mapping process and subsequent consultation strategy.

## **2.2.6. Neighbouring Landowners**

The masterplan area is located within a wider development context, as explained in the draft SRF. There has been on-going engagement with key landowners in the local area, including Bluemantle (Roundthorn Industrial Estate), Manchester City Council, Wythenshawe Housing Group, Manchester Airport Group, Royal London and Trafford MBC throughout the preparation of the draft SRF and during the public consultation period. This has included individual briefing meetings and emails.

## **2.3. Stakeholder Communication**

### **2.3.1. Promotion of the Consultation**

A variety of methods were used to promote and advertise the consultation. Initial activity planned included:

- Leaflet drop, with letter from MFT, within the agreed consultation zone. Circa 7,000 leaflets were delivered.
- Pop-up banner and leaflets delivered to community venues in the local area that were still open and operational during the Covid-19 pandemic, including Wythenshawe Forum Health Centre and Woodhouse Park Lifestyle Centre.
- Pop-up banner and copies of leaflets were also available from the MCC community office, for Health and Social Care, District Nurses and other staff to take out on appointments.
- Posters and banners distributed at strategic locations within the Hospital buildings
- Traditional media engagement, including:
  - Manchester Evening News (Print and On-line, published 3 December 2020).



- BBC Breakfast North West News (featured on the 0630, 0657, 0728 and 0830 news bulletins on 4 December 2020).
- BBC Radio Manchester (pre-recorded interview with Director of Strategic Projects, played on news' bulletins on 4 December 2020).
- Wythenshawe FM (pre-recorded interview with Masterplan Director, which aired on drivetime show on 21 January 2021 and throughout the month until 29 January 2021).
- Place NorthWest (On-line, published 4 December 2020).
- Southside Media – Community Magazine for Wythenshawe and Northenden (On-line)
- Building Better Healthcare (On-line article, posted 9 December 2020).

MFT website.

Social media engagement, including Twitter, Facebook and LinkedIn platforms of MFT.

- Distribution of leaflets through community networks, including Wythenshawe Housing Group – located on notice boards and Community Centres, where these were still open and operational.
- Internal staff communications for Hospital staff, including a staff bulletin on 30 November 2020, which launched the formal consultation period followed by two Microsoft Teams' Live Briefing Sessions specifically for staff held on 7 and 15 December.
- Email and digital briefing meeting invitation to identified stakeholders, including Ward Councillors and Member of Parliament.

Further promotion activity was undertaken by the team in early January 2021 to encourage the local community and wider public to participate in the consultation prior to the close date of 29 January 2021.

This included the following:

- Additional posters and leaflets delivered to the Covid-19 vaccination clinic at Woodhouse Park Lifestyle Centre.
- On-going social media engagement, including Twitter, Facebook and LinkedIn platforms of MFT.
- Two Twitter polls in January 2021.
- Distribution of leaflets and promotion through social media platforms of community networks, Wythenshawe Good Neighbours.

### 2.3.2. Consultation Zone

Appendix 2 shows the final consultation zone for the direct leaflet drop to local residents and businesses as agreed with MCC. This captures the extent of the local community that is likely to be directly affected by the delivery of the masterplan.

Early in the consultation period, it was flagged that a small group of residential properties located in the Trafford local authority area, outside of the consultation zone but on Dobbinetts Lane (shown in purple at Appendix 2), had not been directly notified. A copy of the letter and leaflet was posted to these properties on 21 December 2020.

The consultation was promoted to the wider public through the means outlined at 3.3.1 and was open to all.

### 2.4. Methods of Consultation

The consultation sought to gauge the opinion and input of key stakeholders and the public on the contents of the draft SRF, particularly key themes, rather than the indicative images of what the development could be; albeit these were useful tools in engaging the audience.

Following review of a variety of consultation methods and considering the restrictions in place regarding social distancing, it was determined that the most effective method of consultation would be a series of digital briefing events. In addition, a summary of the masterplan and key images, and full copy of the draft SRF, was available on a dedicated page of MFT's website.

### 2.4.1. Digital Briefing Sessions

Five digital briefing events were held during the period of consultation, scheduled on different days of the week and at different times to give everyone an opportunity to attend.

The digital briefing events were as follows:

- Monday 7 December 2020, 1230-1330 – Staff only
- Thursday 10 December 2020, 1800-1900
- Monday 14 December 2020, 1200-1300
- Tuesday 15 December 2020, 1230-1330 – Staff only
- Thursday 14 January 2021, 1800-1900

The digital briefing format enabled key members of the team to explain the site context and the proposals by reference to a PowerPoint presentation with bullets, diagrams and sketches.

Microsoft Teams' Live was used to host the briefings, which meant that attendees could see the team members and post questions to be answered throughout the briefing. All questions and answers were published during the briefing for attendees to view.

Team representatives at each digital briefing included the following people, who have been directly involved in preparing the masterplan and draft SRF, and were able to respond to a wider range of questions:

- Michelle Humphreys, MFT Director of Strategic Projects
- Rob Elsom, Bruntwood Development Director
- Laura Feekins, Deloitte Real Estate (Planning Consultant)

Attendees at the digital briefings were encouraged to complete a consultation form, either on-line or via freepost. Notes of questions raised were taken at the meeting, and a Frequently Asked Questions section was added to the webpage with responses. The option to provide feedback via email, post or telephone was highlighted.

### 2.4.2. MFT Website

A dedicated page was established on the MFT website at the following link: <https://mft.nhs.uk/future-wythenshawe-hospital/strategic-regeneration-framework/>.

The webpage included the following information:

- Introduction to the proposals.
- Summary of the masterplan and key diagrams and sketches.
- Link to download the full draft SRF document.
- Details of the digital briefing events and how to access.
- Link to the on-line questionnaire, and other options available for providing feedback.
- Frequently Asked Questions, responding to questions raised at the digital briefings.

### 2.4.3. Questionnaire

The questionnaire was designed to capture feedback on key themes within the draft SRF, as well as providing open text space for people to record any further comments or concerns.

Respondents could select the themes that they wished to comment upon; if it was their preference, they could also simply select a “Yes” or “No” response to questions about support for the draft masterplan and whether it would generate positive outcomes for the area.

The form collected data to allow analysis on the coverage of the audience and how they find out about the event, including the capacity in which they were responding (e.g. staff, resident, patient, etc).

#### 2.4.4. Email and Telephone

A dedicated email address and telephone number was established for respondents to provide their feedback if they did not want to use the questionnaire, as follows:

Email: [futurewyth@mft.nhs.uk](mailto:futurewyth@mft.nhs.uk)

Telephone: 0161 276 1234

#### 2.4.5. Twitter Polls

In January 2021, MFT ran two Twitter polls in respect of the masterplan proposals, in order to seek additional prompt feedback alongside the questionnaire, as follows:

- Twitter Poll 1: launched 15 January 2021, reminder sent 20 January 2021.
- Twitter Poll 2: launched 25 January 2021, reminder sent 28 January 2021.

#### 2.4.6. BW3 Business Meeting

MFT Director of Strategic Projects attended the BW3 (Business Working with Wythenshawe) Business Network Meeting on 21 January 2021 and presented an overview of the SRF to members and responded to questions.

## 2.5. Reporting

All consultation and engagement have been fully recorded and shared with MFT, Bruntwood and MCC. Feedback received throughout the consultation process has been monitored in order to identify issues and concerns.

Microsoft Excel was used as a database for collating and analysing the consultation responses received through completed questionnaires and emails. The results are presented in Section 3 of this report. Qualitative feedback received during the digital briefing sessions is also included.

The feedback received during consultation has resulted in some proposed changes to the draft SRF, which are set out in Section 4 of this report.

In terms of formal reporting, MCC prepare a Committee Report, which will be submitted alongside the final SRF to MCC’s Scrutiny and Executive Committees. The Committee Report will summarise the outcome of the consultation; this consultation report will be appended to it for information.

Data collected during the consultation may also be used to feed into the preparation of the Statement of Consultation for any subsequent planning applications in respect of the Wythenshawe Hospital Campus SRF area.

Councillors will be offered a final briefing to explain the outcome of the consultation and the proposed amendments to the draft SRF in advance of the Committee meetings.

# 3. Consultation Comments and Team Responses

## 3.1. Overall Approach

A range of organisations and individuals were identified for engagement within the consultation process; these are listed in Appendix 1.

In addition to the distribution of more than 7,000 leaflets in the local area, other key stakeholders were invited to digital briefings and the consultation was promoted via a range of methods, as outlined in Section 2 of this report.

## 3.2. Manchester City Council

### 3.2.1. Elected Members

16 elected members were directly contacted in advance of the public consultation events. They were invited to attend one of two Councillor briefing sessions held virtually on 24 November 2020

A summary of the key comments received during the digital briefing sessions are provided below.

The later parts of this section set out a summary of the key themes raised during consultation and the team's response, which comments raised by Councillors.

Section 4 of this report sets out the proposed amendments to the draft SRF following the comments received.

### 3.2.1.1. Session 1 – Key Comments

Councillors noted overall support for the draft SRF and welcomed the investment to create the best hospital for Wythenshawe residents.

The following topics were raised for consideration:

- The importance of meaningful consultation and ensuring that the consultation material is suitable for the intended audience.
- Transport and highways' matters, including issues related to on-street car parking, public transport improvements and incentivising people to use any future multi-storey car park.
- Confirmation as to the nature of the residential offer and how it would fit with MCC priorities.
- Clarity in messaging to local residents around timing and management of construction, and how that affects access to hospital services at the appropriate time.

Section 2 of this report sets out the steps taken to ensure meaningful engagement with the local community.

### 3.2.1.2. Session 2 – Key Comments

Councillors noted overall support for the masterplan and draft SRF and praised the Hospital staff for the work that they do for the community.



The following topics were raised for consideration:

- Nature of the commercial occupiers that might be attracted to the masterplan area and their role in operation of the Hospital.
- Transport and highways' matters, including issues related to on-street car parking, public transport improvements and scope for increased shuttle bus provision or bus re-routeing during the Covid-19 pandemic.
- The number of jobs expected to be created and the importance of prioritising local people for new employment opportunities.
- Confirmation as to the nature of the residential offer. Engagement undertaken with Hospital staff.

Section 2 of this report sets out the steps taken to ensure meaningful engagement with Hospital staff.

### 3.3. Landowners

#### 3.3.1. Manchester City Council

Senior officers at MCC have been engaged throughout the preparation of the draft SRF, including through briefing meetings and emails.

#### 3.3.2. Trafford MBC

Senior officers at Trafford MBC have been engaged during preparation of the draft SRF, including through briefing meetings and emails.

Trafford MBC provided written feedback during the consultation period, which welcomed the proposals and opportunities for planned expansion in terms of economic benefits to the wider area, including Trafford. It was noted

that the proposals offer connectivity opportunities with the proposed strategic development at Timperley Wedge.

Trafford MBC requested that draft SRF be updated to reflect the latest proposals in respect of Timperley Wedge and the draft Greater Manchester Spatial Framework (GMSF), which were published in autumn 2020.

This includes consideration of active travel improvements and linkages between the Wythenshawe Hospital Campus and the proposed MediPark allocation in the draft GMSF.

Detailed comments relating to draft SRF text and diagrams were provided on that basis, which will be addressed in the final version of the SRF (see Section 4).

Trafford MBC noted that two small areas of existing Green Belt within the Wythenshawe Hospital Campus SRF area had been retained as Green Belt, as shown on Figure 3.11.

This plan aligned with the proposed Green Belt boundary in the draft 2019 GMSF and will be reviewed to be consistent with the latest proposals, which shows these areas removed from the Green Belt.

Following the decision of Stockport MBC in December 2020, the draft 2020 GMSF is no longer being progressed. However, Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford, and Wigan councils have agreed to form a joint committee to develop a long-term plan for jobs, new homes, and sustainable growth across their boroughs. The new document will be known as 'Places for Everyone' and will be based on the 2020 draft GMSF.

For the purposes of this document, it is assumed that all relevant policy in the Places for Everyone Plan will be as published in the draft 2020 GMSF.

### 3.3.3. Royal London Asset Management

Representatives of Royal London Asset Management (RLAM) have been engaged during preparation of the draft SRF, including through briefing meetings and emails.

RLAM provided written feedback during the consultation period, which welcomed the vision of the draft SRF to provide excellent health care and clinical facilities in an environment that is welcoming to everyone.

RLAM supports the identification of key infrastructure to serve the Wythenshawe Hospital Campus and proposed allocations at MediPark and Timperley Wedge.

RLAM notes that for the delivery of this infrastructure to be successful, it is imperative that there is an agreed strategy and joined-up thinking between relevant parties, including landowners within the Timperley Wedge and MFT.

Support was particularly noted in the following areas:

- Safeguarded route of the Metrolink Western Loop extension. Request for wider stakeholder engagement in respect of any amendments to the safeguarded route.
- On-going consideration of strategic highway network in the context of the wider sphere of influence.
- Enhanced public transport modes, including bus and rail.
- Proposals to improve green infrastructure and enhanced pedestrian and cycle facilities.
- Commitment to planning obligations where required.
- Collaboration with landowners for integration of future planning applications in the wider sphere of influence.

Detailed comments relating to draft SRF text and diagrams were provided, primarily in relation to consistency with the latest version of the draft GMSF (now to be taken forward as

Places for Everyone), which will be addressed in the final version of the SRF (see Section 4).

MFT and Bruntwood note the comments of RLAM and have committed to on-going collaboration as the masterplan moves forward to the next stage.

### 3.3.4. Bluemantle (Roundthorn Industrial Estate)

Representatives of Bluemantle have been engaged during preparation of the draft SRF, including through briefing meetings and emails.

Bluemantle have not provided any written feedback during the consultation period.

### 3.3.5. Manchester Airport Group

Representatives of Manchester Airport Group have been engaged during preparation of the masterplan and draft SRF, including through briefing meetings and emails.

Manchester Airport Group have not provided any written feedback during the consultation period.

## 3.4. Staff and Community Engagement

Five digital briefing events were programmed in support of the consultation, alongside the opportunity to provide feedback via a questionnaire, email or telephone.

This section presents an analysis of participation in the consultation and comments raised.

### 3.4.1. Summary of Consultation in Numbers

#### 3.4.1.1. Respondent Numbers

Table 3.1 sets out the overall response rate to the different consultation methods.

Table 3.1: Respondents to Consultation Activity

Consultation Activity	No. of Respondents
Staff Briefing, 7 December 2020	51 attendees
Public Briefing, 10 December 2020	2 attendees
Public Briefing, 14 December 2020	2 attendees
Staff Briefing, 15 December 2020	17 attendees
Public Briefing, 14 January 2021	13 attendees
Twitter Poll, 15 January 2021	15,806 impressions; 425 engagements
Twitter Poll, 25 January 2021	8,679 impressions; 135 engagements
Feedback Form, On-going	30 responses
Email Response, On-going	3 responses
Telephone Response, On-going	0

#### 3.4.1.2. Geographical Range

Respondents completing the questionnaire were asked to provide their postcode area (if they were happy to do so) to enable analysis of the geographical range of comments.

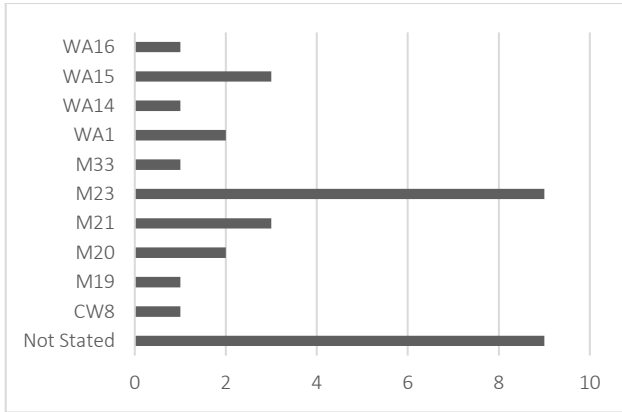
Figure 3.1 illustrates the geographical range of postcode areas and the number of respondents from each area.

Comments were received from respondents located within both Manchester and Trafford postcode areas, generally within the immediate vicinity of Wythenshawe Hospital or surroundings areas including those on key road routes. There were also some comments from slightly further afield, including Cheshire West and Chester authority area.

Comments were received from areas including Baguley, Brooklands and Roundthorn, Sale, Warrington, Levenshulme and Burnage, Chorlton, Didsbury and Withington, Altrincham, Timperley, Knutsford and Northwich.

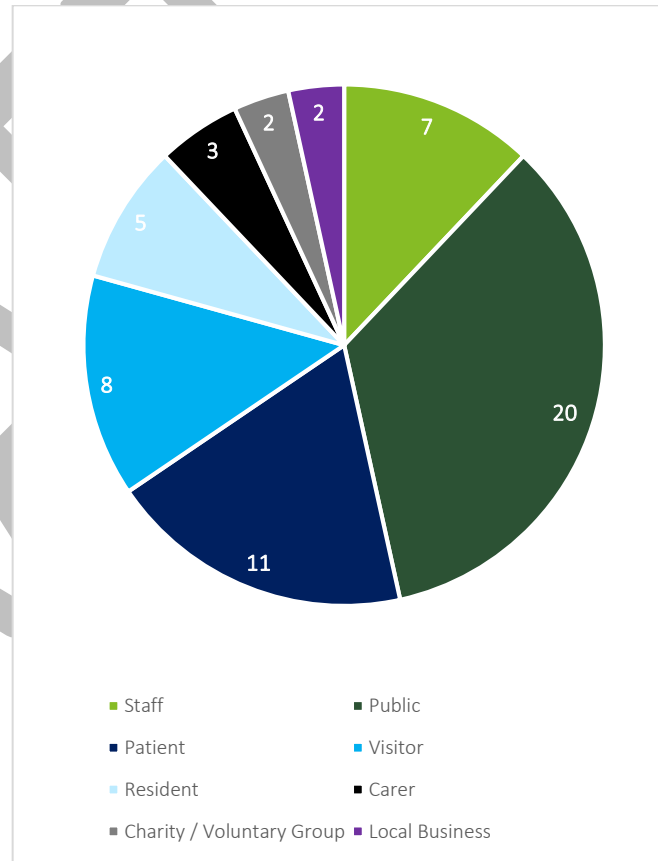
The most comments (nine) were received from respondents in postcode area M23 (Baguley, Brooklands, Roundthorn). Nine respondents did not state their postcode area.

Figure 3.1: Which Postcode Areas were Responses Received From?



Many respondents identified that they have at least one connection with Wythenshawe Hospital, e.g. staff member, patient, visitor, carer or member of a charity group. In total, these responses were selected 36 times.

Figure 3.2: How did Respondents Identify Themselves?



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4.1.3. Respondent Categories

Respondents completing the questionnaire were asked to confirm how they identified themselves and their interest in the masterplan, for example if they were a member of staff, patient or local resident, to enable the team to understand whether the consultation had been effective in engaging the stakeholders it was targeting.

Respondents who commented by email also identified themselves within these categories.

Figure 3.2 illustrates the breakdown of how respondents identified themselves; the form enabled multiple selection if respondents identified with more than one category, so the total does not equal the same total as the number of questionnaires completed.

The majority (20 out of 33) of respondents identified themselves as members of the public.

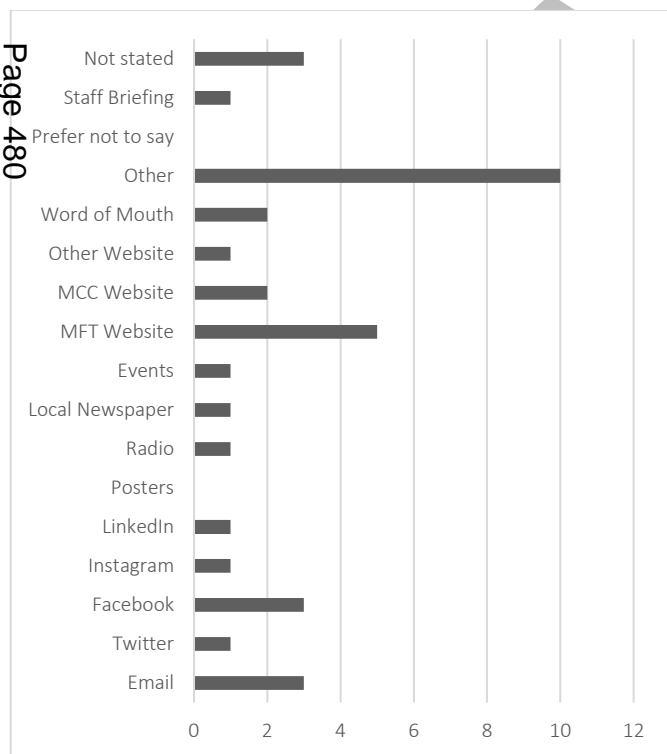


### 3.4.1.4. Awareness of Consultation

Respondents completing the questionnaire were asked to confirm how they became aware of the consultation, to enable the team to understand which promotion methods were most effective.

Figure 3.3 illustrates the breakdown of how respondents became aware of the consultation; the form enabled multiple selection, so the total does not equal the same total as the number of questionnaires completed.

Figure 3.3: How did Respondents hear about the Consultation?



Some respondents did not state how they had become aware of the consultation, whilst a number selected “Other”.

Respondents were fairly evenly spread in terms of the promotion methods identified, with the majority of methods being selected by at least one respondent. The MFT website and social media platforms were effective in raising awareness, these methods were selected a total of 11 times.

### 3.4.1.5. Comments and Feedback

The questionnaire included two “Yes” or “No” questions to identify whether respondents supported the proposals and if they would make a positive contribution to the area.

Some respondents noted that they felt a sliding scale, or third option should be provided, for those that were not fully supportive or against the proposals. In this instance, the response has been classified as “Not Stated” and the qualitative comments provided have been analysed at 3.4.3.

Figure 3.4 illustrates that most respondents support the proposals set out within the draft SRF (20 out of 33).

Figure 3.4: Do you support the proposals of the draft Wythenshawe Hospital Campus SRF?

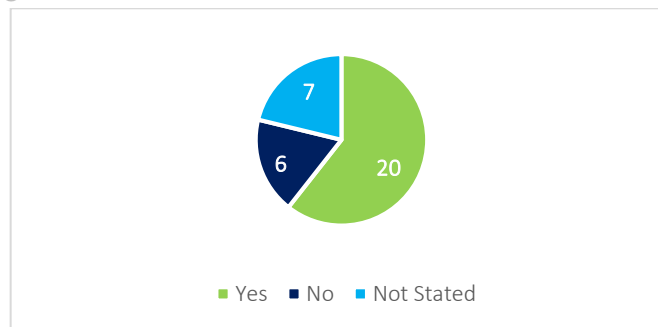
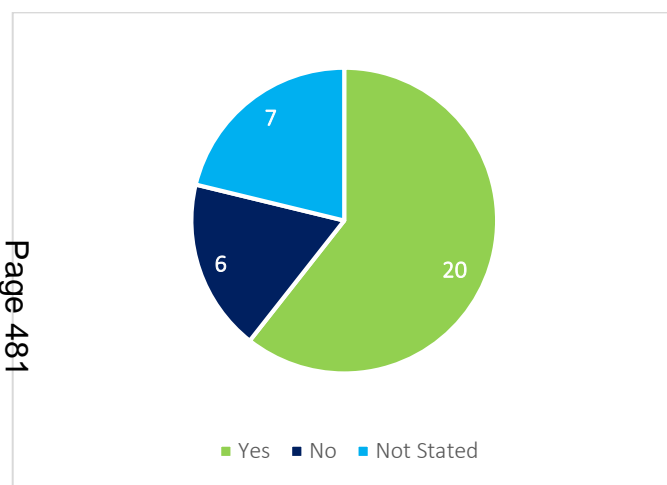


Figure 3.5 illustrates that most respondents do believe that the proposals set out within the draft SRF will make a positive contribution to the local area (20 out of 33).

Figure 3.5: Do you believe that the proposals set out in the draft Wythenshawe Hospital Campus SRF will make a positive contribution to the local area?



Respondents completing the questionnaire were invited to comment in open text boxes on key themes of importance.

Table 3.2 provides a quantitative breakdown of responses received and categorises responses from overall tone as a) supportive, b) not supportive, and c) neutral (they include some supportive and some not supportive elements or comprised suggestions about areas of focus), to give a general overview of the feedback received.

Not all respondents commented on every theme; numbers presented therefore do not total completed questionnaires.

Table 3.2: Quantitative Analysis – Comments on Key Themes

Theme	Supportive (No. / %)	Not Supportive (No. / %)	Neutral (No. / %)
Enhancing quality of health care	12 / 60%	4 / 20%	4 / 20%
Creating a welcoming environment	10 / 62.5%	4 / 25%	2 / 12.5%
Improving accessibility	9 / 47%	2 / 11%	8 / 42%
Expanding land use	10 / 62%	3 / 19%	3 / 19%
Net Zero Carbon	9 / 60%	3 / 20%	3 / 20%
Maximising local benefits	5 / 36%	1 / 7%	8 / 57%

Aside from the theme relating to maximising local benefits, the majority of comments received in respect of each theme were supportive in nature.

Most comments relating to the maximising local benefits theme were neutral, they included some supportive and some not supportive elements or comprised suggestions such as creation of local jobs and delivery of social value.

A qualitative analysis of the comments received in relation to the key themes is provided later in this section.

### 3.4.1.6. Twitter Polls

Figure 3.6 presents the results of the Twitter Poll conducted on MFT’s Twitter platform launched on 15 January 2021, reminder tweeted on 20 January 2021.

The majority of respondents (87.2% of 425 votes) were in support of the draft SRF proposals.

Figure 3.6: Twitter Poll 1 – Do You Support the draft SRF Proposals?

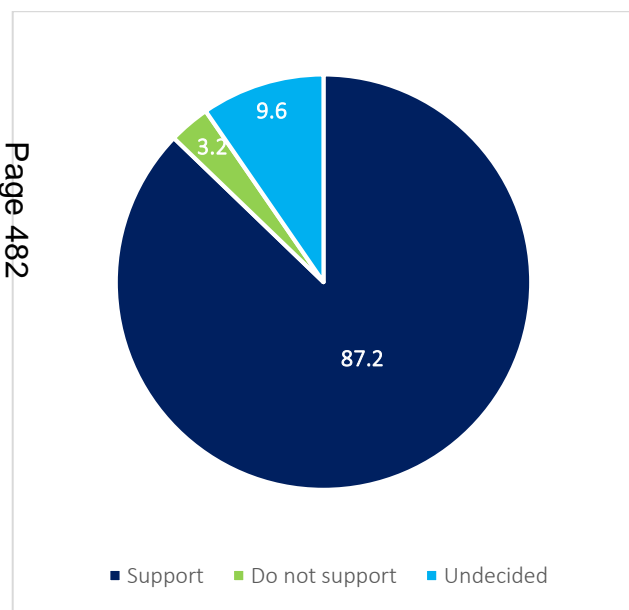
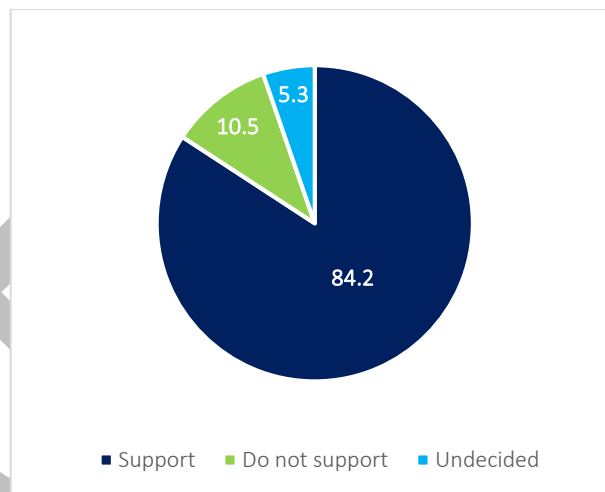


Figure 3.7: Twitter Poll 2 - Do You Support the draft SRF Proposals?



### 3.4.2. Digital Briefings

Attendees at digital briefings were provided an opportunity to ask questions and give feedback during the meetings.

Topics raised during the meetings are summarised below; all questions asked were responded to directly at the meetings.

#### 3.4.2.1. Staff Only Briefings

- Masterplan funding
- Maintaining services during construction
- Quantum and design of car parking
- Provision of electric vehicle charging
- Timescales / plans for individual departments and buildings, including fit-out design
- Reliance of delivery of HS2 rail link and station
- Planned changes to education facilities

A second Twitter Poll was launched on 25 January 2021, with a reminder posted on 28 January 2021. Figure 3.7 presents the outcome of this Twitter Poll.

The majority of respondents (84.2% of 135 votes) were in support of the draft SRF proposals.

### 3.4.2.2. Public Briefings

- Retention of bed numbers and hospital services throughout construction and on completion
- Mix of land uses, including level of demand for commercial space, types of occupier, and provision of social housing – staff housing
- Design quality and building materials, carbon impact and inclusive access for all
- Environment and ecology, including loss of Green Belt, development in the flood plain
- Maximising green transport options, including closer Metrolink connection, regular buses
- Car parking, including staff car parking (safe access), disabled bays, potential for free or affordable spaces
- Highways' matters, including management of construction traffic
- PFI contract and masterplan funding
- Consultation activity, including distribution area of leaflets and recording of digital briefing sessions

### 3.4.2.3. Team Response

The questions and answers raised during the digital briefings were captured and published as a Frequently Asked Questions section on the MFT webpage.

Many of the questions raised were also reflected in comments received against the key themes; a fuller response is provided to these at 3.4.3.

With regard to the PFI contract, retention of the Acute Block is integral to the masterplan that has been developed and it is not considered to be a constraint on the masterplanning.

On funding, following endorsement of the SRF by MCC, the team will take the proposals to various Government

departments to request investment support. The advantage of the masterplan incorporating a mix of land uses is that will potentially unlock a range of potential investment sources. The masterplan may need to be developed in phases to reflect available funding.

The draft SRF sets out the approach to phasing and funding in Section 5, to the extent that it is known and relevant to do so in a spatial planning document. It is not proposed to make any amendments to the draft SRF in this respect.

The masterplan and draft SRF are strategic documents, which seek to establish appropriate development principles for future development at the Wythenshawe Hospital Campus. As such, there are no detailed plans for individual departments or buildings.

As set out in the draft SRF, where new development is proposed, it will be subject to future planning applications that will be determined through the statutory planning process. The SRF would be a material consideration in the determination of planning applications, in addition to relevant local and national planning policy, and other material considerations.

These would include considerations in respect of design quality, sustainability and flood risk; Section 5 of the draft SRF sets out a series of Overarching Development Principles for the masterplan area that further emphasise the commitment of the team in respect of these matters.

The team would undertake further consultation in advance of submitting future planning applications, providing the opportunity to shape and comment on detailed proposals.

The approach to consultation is explained in Section 2 of this report, which confirms that consultation was open to all to



comment. This report also presents the outcome of the consultation and amendments proposed to the draft SRF.

### 3.4.3. On-line Questionnaire: Thematic Analysis

Respondents were asked to provide comments in respect of the key themes of importance to the Wythenshawe Hospital Campus. The themes, a summary of the key comments received, and the team's response are set out below.

#### 3.4.3.1. Enhancing the quality of health care facilities

Many respondents were supportive of the proposals in this respect, noting that some of facilities are ageing and outdated, and that the proposals would help to create a modern hospital and workplace with cutting edge facilities, which would benefit local people and create new jobs.

Support for the Hospital staff and their role in the delivering services for the community was also expressed.

Some respondents requested clarification that the proposals would not result in loss of existing hospital beds or services, and that the masterplan would enable enough provision of new beds considering the lessons learnt from the Covid-19 pandemic.

Paragraph 5.2 of the draft SRF confirms that the primary land use will be retention of the existing hospital function. This will be further clarified, to confirm that ***the masterplan proposal is based on maintenance of existing service and the existing number of bed spaces, with more flexible space enabling MFT to better respond to situations like the current Covid-19 pandemic, in the future.***

One respondent considered that the draft SRF did not present enough detail about the proposals. This comment is addressed at 3.4.2.3 above.

One respondent commented that the existing "MediPark" comprising the institutions of the Oxford Road Corridor and the Christie Hospital, Withington Hospital and Siemens Complex amongst others, would potentially be damaged by the introduction of commercial land use at Wythenshawe Hospital Campus.

Many of these institutions are located within the Oxford Road Corridor, which is identified at Paragraph 1.31 of the draft SRF as an example of the success of the MFT and Bruntwood strategic partnership.

The proposal for Wythenshawe Hospital Campus has been developed in response to the existing assets and strengths of the Hospital and identified demand for commercial research and development space, as described throughout the draft SRF. It will be complementary to the Oxford Road Corridor.

Some respondents raised concerns about introduction of retail and leisure use; this will be addressed at 3.4.3.4 below.

Some respondents felt that it would not be sustainable to demolish existing buildings to make way for new development, and generally were concerned about the environmental and residential amenity impact of development; this will be addressed at 3.4.3.5 below.

One respondent noted that based on the draft SRF, the MediPark allocation in the draft GMSF should be removed. Paragraph 1.14 of the draft SRF notes that the masterplan is complementary to the wider sphere of influence, including proposed allocations within the draft GMSF (now to be taken

forward as Places for Everyone), which are subject to a separate statutory approval process.

Paragraph 5.121 of the draft SRF notes that the site allocated under the “MediPark” expansion could form a future expansion plot for Wythenshawe Hospital Campus, subject to the separate statutory processes that would be required to confirm the allocation in the draft GMSF and remove the land from the Green Belt (now to be taken forward as Places for Everyone).

#### 3.4.3.2. Creating a welcoming environment for all users, including accessible green space

Many respondents agreed that the Wythenshawe Hospital Campus would benefit from planned redesign to enable improved, and more functional public and green space, which could be used by the wider community. This would contribute towards creating an environment that supports better health outcomes.

One suggestion was for inclusion of green space that encouraged activity, such as a trim trail. Paragraph 5.113 of the draft SRF includes recognition that opportunities for outdoor sport and recreation to enable positive health outcomes will be considered in design of new development.

A number of respondents noted that improvement to the legibility of the site and buildings would be beneficial. This is recognised in the development principles outlined at Paragraphs 5.61 to 5.71 of the draft SRF and is a fundamental tenet of the masterplan.

Some respondents felt that not enough new green space is proposed within the masterplan, and that the existing Green Belt boundary should be retained. One comment noted that

green space should extend to living green views from hospital beds, which would be beneficial to recovery.

Figure 5.4 of the draft SRF identifies scope for new and improved green space and infrastructure within the masterplan; this is supported by the development principles set out at Paragraphs 5.72 to 5.74 and 5.75 to 5.78, relating to public space, ecology and biodiversity.

Paragraph 5.73 will be clarified to include reference to **consideration of patient access to green space in the form of views out from buildings.**

As noted above, the removal of land from the Green Belt is subject to separate statutory processes.

Two respondents provided suggestions about detailed design of spaces, for example the inclusion of sensory gardens, use of art and other measures to create an improved external and internal environment.

One respondent highlighted the need to consider access for all in detailed design, for example provision of Changing Places facilities, safe spaces, sign language displays and material finishes.

The team has noted these comments, which will be considered as the detailed design of new development is taken forward. Paragraph 5.119 includes a commitment that new development will be designed to be accessible to all.

#### 3.4.3.3. Improving accessibility by foot, cycle and public transport

Many respondents noted that improved accessibility by sustainable modes was important; these would need to be

safe and convenient in order to encourage use by staff, patients, and visitors.

The creation of new and enhanced local connections, including pedestrian and cycle routes, is supported through the principles set out at Paragraphs 5.55 to 5.60 of the draft SRF. The team agrees that these routes need to be safe; additional wording will be inserted at Paragraph 5.55 to confirm that **any new connections delivered through development in the masterplan would be designed to be safe and accessible.**

A number of respondents commented that they considered existing public transport provision was reasonable but could be improved, for example through a closer Metrolink stop or more strategically scheduled bus services. One respondent suggested that the existing shuttle bus provision could be expanded. One respondent felt that public transport should be affordable and reliable.

The draft SRF supports these aspirations and there is a commitment to encourage use of sustainable transport through travel planning. Each individual future planning application in relation to the SRF area would be supported by a detailed Travel Plan, which aligns with the campus-wide Travel Plan and outlines ways in which staff and visitors would be encouraged to use sustainable transport choices. The wording of Paragraph 5.46 will be clarified to include reference to subsequent **monitoring of Travel Plans through an appropriately worded planning condition.** MFT will also review the potential for expanded shuttle bus services.

One respondent did not support expansion of the Metrolink and delivery of HS2 rail, or expansion of the Wythenshawe Hospital Campus to accommodate commercial uses, which the felt would be enabled by new transport infrastructure.

Proposals for Metrolink and HS2 are being brought forward by others and are subject to separate processes; the masterplan has been developed to leverage benefits that these improvements would deliver for connectivity, if they do come forward.

In general, respondents who commented on car parking recognised the need to retain car parking provision for both patients and staff, who might not be able to use public transport for example if they were travelling late at night or were infirm. One respondent raised issues regarding on-street parking on local residential streets.

An outline car parking strategy to support the masterplan is set out at Paragraphs 5.44 to 5.54 of the draft SRF. This includes a commitment to provide appropriately designed car parking that is accessible by staff and patients, and to audit existing on-street parking arrangements in the vicinity of the site and identify requirements for new or amended resident parking zones as detailed planning applications are brought forward.

Some respondents noted that more investment is required to the highway network; a comment was provided that Dobbinett's Lane is too congested to accommodate further traffic associated with new development.

Paragraphs 5.37 to 5.38 summarise the outcome of initial transport work completed to support the draft SRF, which concludes that the existing highway to the north is functioning well but confirms that future planning applications would be supported by transport assessments considering the impact on existing junctions and roads and presenting any mitigation required.

Development coming forward in the wider sphere of influence, for example at Manchester Airport and Timperley

Wedge, may generate alternative access options to the south, which the masterplan is designed to accommodate.

#### 3.4.3.4. Expanding the type of land use, including complementary development that creates employment, aimed at companies that support the work of the Hospital Trust, key worker housing and step-down care facilities

Many respondents commented that this was a positive element of the draft SRF, which would have benefits for local areas. Support was noted for the potential for step-down care and housing for staff, as well as complementary employment uses and companies that support the work of Wythenshawe Hospital. In other instances, there were differing views as to the expansion of land uses.

One respondent raised concern about the impact of expanded land uses on existing residents. Some respondents felt that the extent of potential residential use was too wide.

A number of respondents welcomed the potential for social housing and requested that this be focused on homes for Hospital staff, with appropriate measures to avoid a scenario where homes were lost if someone changed jobs.

The draft SRF makes clear that the Wythenshawe Hospital Campus is not a location for general residential use, but could accommodate some forms of residential use where these are linked to the Hospital function and it can be demonstrated that the investment benefit would flow back to the wider health and care system (Paragraphs 5.7 to 5.9).

The draft SRF presents some initial ideas about the nature of this residential offer, for example step-down care or homes for Hospital workers; Paragraph 5.7 will be clarified to confirm that **further research and engagement would be carried out to refine these in advance of any planning application, including consideration of demand and need for particular forms of residential use.**

The impacts arising from an increased residential population would be considered as part of the preparation of any future planning application and, where required, appropriate mitigation would be put in place, e.g. new or enhanced social infrastructure. The masterplan make provision for some of these uses.

Three respondents questioned the demand for additional commercial floorspace in this location; it was suggested that existing space, e.g. Roundthorn, Wythenshawe Forum, Oxford Road Corridor or Manchester Science Park would be better suited to accommodate these requirements.

As explained throughout the draft SRF, the Wythenshawe Hospital Campus and adjacent land is long established within planning and regeneration policy as an opportunity for transformational change. This is recognised in Core Strategy Policy EC12 University Hospital South Manchester Strategic Employment Location.

The strategy builds on the opportunities presented by the existing strengths of the Hospital and devolution of health and social care to improve health outcomes and deliver economic, social and environmental benefits for residents and the City Region.

Wythenshawe Hospital has a strong culture of clinical research in specialist areas, as well as centres of excellence (see Paragraphs 3.177 to 3.179), which provide a foundation



to support further growth in research innovation and implementation of new technologies with co-location of commercial research and development, training and education facilities.

Initial research carried out in support of the draft SRF identifies a market for life sciences space at Wythenshawe Hospital Campus (see Paragraph 3.188).

The Hospital would continue to be operated by MFT.

Some respondents disagreed with the proposal to include amenity uses, such as retail, within the mix and stated that the improvements should be contained to hospital function.

Others welcomed the introduction of amenity uses but requested that they have a focus on independent and community focused offerings.

The vision for Wythenshawe Hospital Campus is to create a sustainable health village, through a prevention-focused approach to health and social care and wider public service community-based model. Bringing facilities together and making connections between social and medical support will encourage better health outcomes.

This is explained at Paragraphs 3.172 to 3.176 of the draft SRF; the provision of ancillary amenity uses are intended to contribute towards these aims and not to create a retail or leisure destination.

Paragraph 5.4 of the draft SRF will be clarified to include reference to consider ***the potential for independent and local companies as part of the mix of amenity facilities.***

### 3.4.3.5. Creating a sustainable health campus, which delivers on the Hospital Trust's commitment to be Net Zero Carbon by 2038

Respondents were on the whole supportive of this commitment, but in some instances queried whether it would be achievable and raised specific concerns about environmental matters.

Two respondents requested provision of electric vehicle charging points. A number of respondents referenced the need for improved sustainable transport modes to encourage people to minimise use of the car.

Paragraphs 5.51 to 5.52 of the draft SRF confirm a commitment to incorporating sustainable design elements, including electric vehicle charge points, into any car parking proposals. Sustainable travel is addressed at 3.4.3.3.

A number of respondents noted consideration has to be given to the climate impacts of new development, including building fabric and transport emissions.

Some respondents provided detailed suggestions regarding the use of BREEAM, renewables and energy efficiency measures for new buildings.

One respondent stated that no calculations were included within the draft SRF to demonstrate how the net zero carbon target would be achieved. It was suggested that 2038 may be too late to address the climate emergency.

These suggestions are noted by the team and will be used to inform the development of detailed designs as planning applications come forward.

Net Zero Carbon and Sustainability is a key development principle included within Section 5 of the draft SRF. As confirmed at Paragraph 5.84, MFT has also declared a climate change emergency, and it currently makes contribution in a range of areas through its Sustainable Development Management Plan. 2038 is the date identified by MCC for Manchester to become a Net Zero Carbon city.

Paragraphs 5.95 to 5.99 of the draft SRF set out the commitment to Net Zero Carbon, which will be supported by the preparation of Net Zero Carbon Framework and Action Plan providing a route-map for Net Zero Carbon that will be used to test development in future planning applications.

The approach will be holistic, considering construction, building design, operation and delivery of clinical services.

Some respondents queried the proposed allocation of land currently forming part of the Green Belt for development and raised concerns about building on the flood plain.

Paragraph 1.42 of the draft SRF confirms that where new development is proposed, it will be subject to future planning applications that will be determined through the statutory planning process including assessment against local and national planning policy, and other material considerations.

These would include considerations in respect of sustainability and flood risk, as relevant to the site. The masterplan also offers potential to incorporate blue and green infrastructure, and sustainable drainage systems, which could help to reduce flood risk (see Paragraph 5.77).

In terms of changes to the existing Green Belt boundaries, as stated at Paragraph 1.12, until such time (and only if) Places for Everyone (as the replacement to the draft 2020 GMSF)

has been adopted it is not envisaged that any proposals will come forward for this area of land. If they did, there would be a requirement to consider them in line with adopted Development Plan and national policy.

The main focus of the masterplan is on making better use of brownfield, previously developed land including existing surface car parks.

#### 3.4.3.6. Are there any other considerations that should be taken into account in relation to maximising benefits to local communities?

Respondents made suggestions about how benefits for the local communities could be further maximised.

One respondent requested provision of new trees; this will form part of the future development.

One respondent suggested the provision of workshops and seminars for local residents on key topics to make them feel active participants in their own healthcare. This comment has been shared with relevant contacts at MFT.

A number of respondents noted the importance of social value and creation of local jobs; one local business highlighted that it would like to be involved in the delivery of new buildings. The masterplan has been designed to support the creation of a range of job opportunities, including within the foundational economy.

It is estimated that the new commercial floorspace could create **between 1,500 and 3,000 jobs and a commitment has been made to exploring potential for better linkages**

regarding apprenticeships; this will be referenced at Paragraph 5.12 of the draft SRF.

Paragraph 5.130 will be clarified to include confirmation that commitments to local labour will be ***captured through planning obligations as detailed planning applications are brought forward.***

Paragraphs 5.14 to 5.15 highlight the opportunities to create wider social value, including through review of supply chain management and procurement.

Some respondents reiterated concerns about congestion and safety on roads, which have been addressed at 3.4.3.3.

This extended in one comment to concern about the impact of construction traffic on residents.

Paragraph 5.116 confirms that careful consideration will be given to management of potential impacts during the construction phase, including through Construction Management Plans submitted with each future planning application, to set out measures to manage noise, air quality, transport and other impacts.

The wording will be updated to include confirmation that this will include ***consideration of the appropriate routing of construction vehicles. Routes will be kept under review with key stakeholders during masterplan delivery, reflecting any changes in the wider strategic highway network that might result in new or improved construction traffic routes becoming available. This will be captured through appropriately worded planning conditions.***

In addition, it will include reference to the need for ***clear and consistent messaging for the local community and users of***

***Wythenshawe Hospital to explain continuity of services and revised access arrangements during construction activity.***

One respondent flagged a desire to see the return of hospital links to the local community broadcaster, Wythenshawe FM, including for recruitment and advertisement of events and activities. This comment has been shared with relevant contacts at MFT.

Some respondents raised issues regarding environmental impacts and removal of land from the Green Belt. These comments are addressed at 3.4.3.5.

One respondent questioned when consultation would take place with Trafford residents. The approach to consultation has been fully described at Section 2 of this report.

#### **3.4.4. Other Comments**

The Long Form Questionnaire also included two free text boxes for respondents to explain a) any concerns and b) any other comments about the draft SRF.

The following new areas were raised, in addition to the comments that have already been addressed earlier in this Section:

- Number of multi-storey car parks / spaces for staff – it is likely that the first phase of development will include a new multi-storey car park located close to the Acute block. Demand for additional multi-storey car parking will be kept under review as the masterplan is implemented; with the implementation of sustainable travel planning, it is anticipated that travel patterns may change in the future.
- Ensure that key teams are accounted for in the design and space allocation; expand meeting facilities and

retention of education facilities to support teaching – this is noted, and the team is committed to on-going consultation with individual departments as the detailed design of buildings is developed.

- Fly-tipping and pollution to back lanes around Manchester Airport – the team is not aware of any incidents of fly-tipping generated by Wythenshawe Hospital. Transport and air quality assessment would be submitted with future planning application to consider the impact of any additional traffic and propose mitigation as relevant.
- The need for further research about the impact of 5G – the draft SRF includes development principles that support the inclusion of new technologies in future buildings. New technologies would only be used if they are safe and appropriate.
- Tenure / future ownership of the land and buildings – the comments are noted but are not considered relevant to the draft SRF, a spatial planning document.
- Unevidenced assertions regarding the benefits of health care devolution – the draft SRF reflects the fact that Greater Manchester has devolved authority for health and social care spending decisions in the City Region.
- Promotion of Wythenshawe Hospital Campus as being connected to Manchester Airport and opportunities for world class research facilities without the corresponding road infrastructure – the draft SRF sets out development principles for the delivery of a sustainable health village, with Wythenshawe Hospital at its heart; development will be phased to take account of the evolving state of transport infrastructure.
- Request for research into chronic utis and bladder conditions and more trials for research – this comment has been shared with the relevant contacts at MFT.

### 3.5. Transport for Greater Manchester, MCC and Trafford Highways and Highways England

In preparing the draft SRF, early dialogue was undertaken with Transport for Greater Manchester, MCC and Trafford Highways and Highways England by Curtins, the transport consultant advising the team, including a series of scoping meetings in late 2019 and early 2020.

The outcome of these meetings informed the development of the masterplan and draft SRF, including through an understanding of the proposals and timing of improvements to the wider transport network.

Engagement with these consultees will be on-going throughout the development and delivery of future planning applications at Wythenshawe Hospital Campus.



# 4. Amendments to the draft SRF

Table 4.1 sets out the proposed amendments to the draft SRF text and diagrams.

Table 4.1: Proposed Amendments to the draft SRF

Document Section	Proposed Amendment
<b>Executive Summary</b>	Paragraph 1 – References to the draft 2020 GMSF policy and preparation of the joint Development Plan Document, to be known as “Places for Everyone”.
<b>Introduction</b>	<p>Paragraphs 1.6, 1.11 and 1.12 – References to draft 2020 GMSF Policy and preparation of the joint Development Plan Document, to be known as “Places for Everyone”.</p> <p>Paragraph 1.14 – References to 2020 Timperley Wedge draft 2020 GMSF Policy and preparation of the joint Development Plan Document, to be known as “Places for Everyone”; clarification that only Davenport Green is allocated as part of the Timperley Wedge proposal in Trafford MBC’s Core Strategy.</p>

Document Section	Proposed Amendment
	Paragraphs 1.40 and 1.41 – References to Consultation updated to reflect completed activity.
<b>Planning Policy Context</b>	<p>Paragraph 2.47 - References to draft 2020 GMSF in the context of the Trafford Core Strategy Davenport Green allocation.</p> <p>Paragraphs 2.49 to 2.57 –References to the Masterplan for Timperley Wedge Allocation (September 2020) inserted.</p>
<b>Strategic Context</b>	<p>Paragraph 3.40 – References to the draft 2020 GMSF policy and preparation of the joint Development Plan Document, to be known as “Places for Everyone”.</p> <p>Paragraph 3.126 – References to SMART Motorway upgrade updated.</p> <p>Paragraph 3.130 – References to draft GMSF removed.</p> <p>Paragraphs 3.134 to 3.137 – New reference inserted to the proposed new</p>

Document Section	Proposed Amendment
	<p>cycling and walking routes following confirmation of Active Travel Funding.</p> <p>Page 3.143 and 3.144 – references to adoption of the Manchester Climate Change Framework in February 2020.</p> <p>Paragraphs 3.158 to 3.175 – References to 2020 draft GMSF to be updated; acknowledged withdrawal of Stockport MBC and decision to take forward joint Development Plan Document, which is expected to retain Trafford MBC’s Timperley Wedge proposals.</p> <p>Paragraphs 3.177 and 3.178 – References to GM Transport Strategy 2040 updated to reflect latest revision of the document published in January 2021.</p>
<b>Vision for Wythenshawe Hospital Campus</b>	No changes
<b>Overarching Development Principles</b>	<p>Paragraph 5.2 will be further clarified, to confirm that the masterplan proposal is based on maintenance of existing service and the existing number of bed spaces, with more flexible space enabling MFT to better respond to situations like the current Covid-19 pandemic, in the future.</p> <p>Paragraph 5.4 will include reference to consider the potential for independent</p>

Document Section	Proposed Amendment
	<p>and local companies as part of the mix of amenity facilities.</p> <p>Paragraph 5.7 will note further research and engagement would be carried out to refine the residential offer in advance of any planning application, including consideration of demand and need.</p> <p>Paragraph 5.12 will confirm that new commercial floorspace could create between 1,500 and 3,000 jobs and a commitment has been made to exploring potential for better linkages regarding apprenticeships.</p> <p>Paragraph 5.30 to acknowledge there would be a requirement for stakeholder consultation prior to any amendment to the routeing of the Metrolink Western Loop Extension being taken forward.</p> <p>Paragraph 5.33 – Reference consideration of potential to expand the existing MFT shuttle bus service.</p> <p>Paragraph 5.34 – Remove referenced to draft GMSF.</p> <p>Paragraph 5.40 – Reference to SMART Motorway works updated.</p> <p>Paragraph 5.41 to be updated to reflect that on-going collaborative work is likely to be required with a range of</p>

Document Section	Proposed Amendment
	<p>stakeholders as part of any future changes to the strategic road network.</p> <p>Paragraph 5.46 will be clarified to include reference to monitoring of Travel Plans through an appropriately worded planning condition.</p> <p>Paragraph 5.73 will be clarified to include reference to consideration of patient access to green space in the form of views out from buildings.</p> <p>Paragraph 5.58 – Reference to Active Travel Fund commitment and opportunity to further improve local connections.</p> <p>Paragraph 5.92 – References to Manchester’s climate change policy updated.</p> <p>Paragraph 5.116 will be updated to include confirmation that consideration will be given to the appropriate routing of construction vehicles. Routes will be kept under review with key stakeholders during masterplan delivery, reflecting any changes in the wider strategic highway network that might result in new or improved construction traffic routes becoming available. This will be captured through appropriately worded planning conditions as part of permissions for future development that</p>

Document Section	Proposed Amendment
	<p>are granted. In addition, it will include reference to the need for clear and consistent messaging for the local community and users of Wythenshawe Hospital to explain continuity of services and revised access arrangements during construction activity.</p> <p>Paragraph 5.121 – References to joint DPD in place of draft GMSF.</p> <p>Paragraph 5.128 – References to joint DPD in place of draft GMSF.</p> <p>Paragraph 5.130 will note that commitments to local labour will be captured through planning obligations as part of future planning applications.</p> <p>Paragraphs 5.145 to 5.147 – References to consultation on the draft SRF updated.</p> <p>Paragraphs 5.153 to 5.156 – References updated to reflect status of actions and decision to progress joint DPD “Places for Everyone.”</p>
<b>Diagrams, Sketches and Precedent Images</b>	<p>Figure 3.11 updated to reflect draft 2020 GMSF Green Belt revisions.</p> <p>Figure 3.12 updated to reflect draft 2020 GMSF Policy Allocations for MediPark and Timperley Wedge.</p>

Document Section	Proposed Amendment
	<p>Figure 3.16 updated to reflect draft 2020 GMSF Policy for MediPark and Timperley Wedge, Davenport Green employment allocation and proposed Green Belt revisions as shown in the Timperley Wedge Masterplan September 2020. Correction to labelling of Davenport Green.</p> <p>Figure 5.7 updated to reflect draft 2020 GMSF Policy for MediPark and Timperley Wedge, Davenport Green employment allocation and proposed Green Belt revisions as shown in the Timperley Wedge Masterplan September 2020. Correction to labelling of Davenport Green.</p>



# Appendix 1 Stakeholder List

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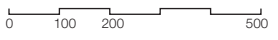
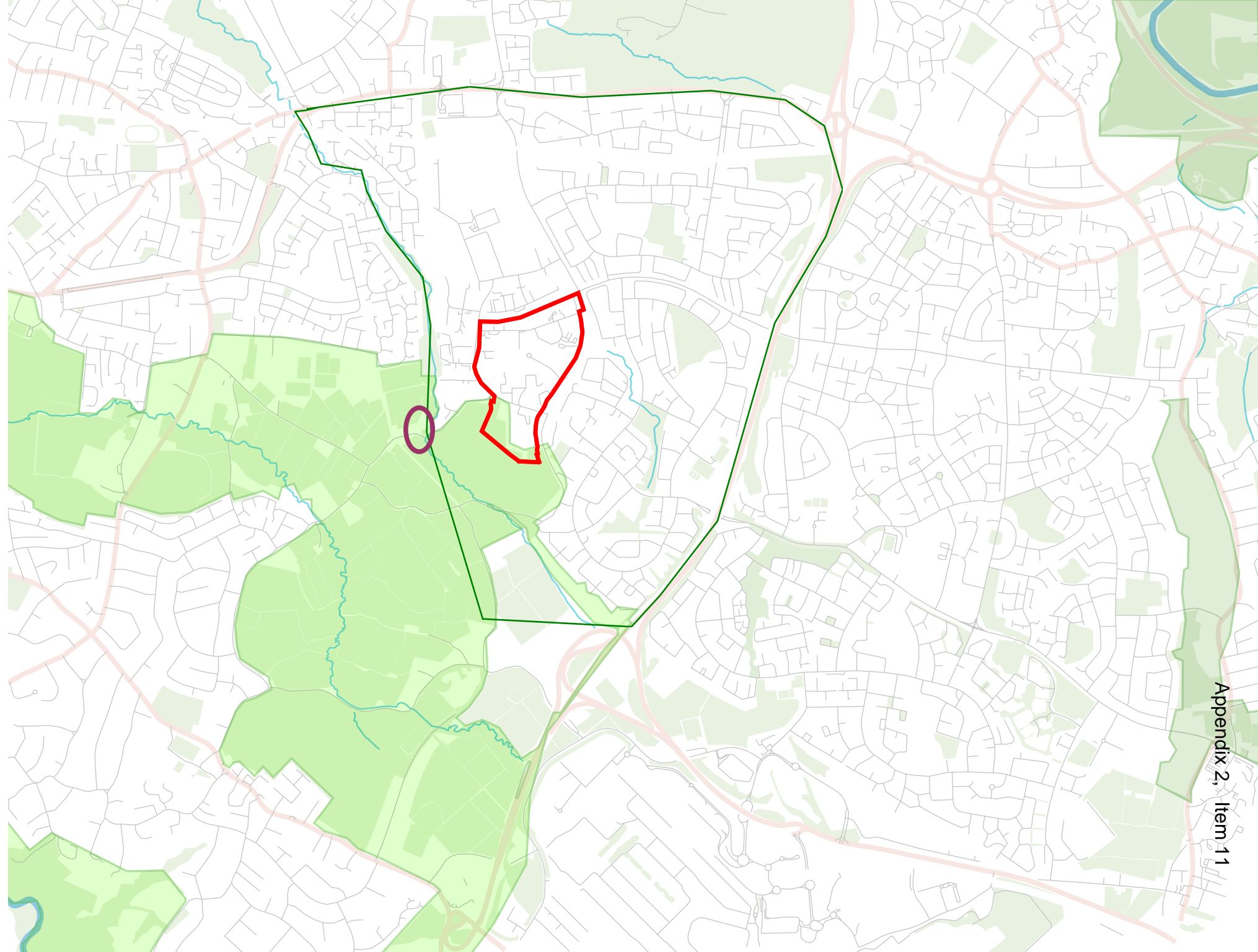
Stakeholder Name	Stakeholder Type	Method of Communication
<b>Ward Councillors (Baguley, Brooklands, Northenden, Sharston and Woodhouse Park)</b>	Wythenshawe Ward Councillor	Briefing Meetings
<b>Mike Kane MP</b>	Member of Parliament for Wythenshawe and Sale East	Briefing Meeting
<b>Bluemantle (Roundthorn Industrial Estate)</b>	Landowner	Briefing Meetings and Emails
<b>Manchester Airport Group</b>	Landowner	Briefing Meetings and Emails
<b>Royal London Asset Management</b>	Landowner	Briefing Meeting and Emails
<b>Trafford Metropolitan Borough Council</b>	Landowner / Neighbouring Local Authority	Briefing Meeting and Emails
<b>Wythenshawe Housing Group</b>	Landowner	Briefing Meetings and Emails
<b>Wythenshawe Hospital Staff</b>	Staff	Briefing Meetings, Internal Communications,

Stakeholder Name	Stakeholder Type	Method of Communication
		On-line Information
<b>Local Residents and Businesses</b>	Public	Leaflet Drop, On-line Information and Briefing Meetings
<b>Transport for Greater Manchester</b>	Statutory Consultee	Briefing Meeting
<b>MCC Highways</b>	Statutory Consultee	Briefing Meeting
<b>Highways England</b>	Strategic Highways	Briefing Meeting
<b>HS2 Limited</b>	Strategic Transport	Briefing Meeting

# Appendix 2 Consultation Zone

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- Framework Area Boundary
- Consultation Letter Drop Boundary
- Trafford Properties





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**Manchester City Council  
Report for Resolution**

**Report to:** Economy Scrutiny Committee - 11 March 2021  
Executive - 17 March 2021

**Subject:** Withington Village Framework Update

**Report of:** Strategic Director - Growth & Development

### Summary

This report informs the Executive of the outcome of a public consultation exercise with local residents, businesses and stakeholders, on the draft Withington Village Framework and seeks the Executive's approval of the Framework.

### Recommendations

The Economy Scrutiny Committee is invited to comment on the report and endorse the recommendations to the Executive

The Executive is recommended to:

- (i) Note and comment on the outcome of the public consultation on the draft Withington Village Framework.
- (ii) Approve the Withington Village Framework and request that Planning and Highways Committee take the framework update into account as a material consideration when considering planning applications for the area.

**Wards Affected:** Withington, Old Moat

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

The Framework identifies actions to address carbon emissions by creating a greener healthier environment with improved local facilities, local partnership and collaborative working.

<b>Manchester Strategy outcomes</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Framework sets out how Withington Village can contribute to a thriving and sustainable City by diversifying the economy, attracting cultural activities and generating footfall, creating local job opportunities.

A highly skilled city: world class and home-grown talent sustaining the city's economic success	The Framework sets out how Withington Village can support the growth of local enterprises and innovation.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Framework identifies the key role of the local partnership structures and collaborative working to bring about the vision, objectives and projects.
A liveable and low carbon city: a destination of choice to live, visit, work	The Framework identifies actions to address carbon emissions by creating a greener, healthier environment and more liveable centre.
A connected city: world class infrastructure and connectivity to drive growth	The Framework identifies opportunities to improve the public realm, reduce traffic movement, improve access and movement for pedestrians and cyclists within Withington Village.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

#### **Financial Consequences – Revenue**

None

#### **Financial Consequences – Capital**

None

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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.

- Institute of Place Management – Vital and Viable Withington, October 2019



## 1. Introduction

- 1.1 On 9 September 2020, the Executive endorsed, in principle, the draft Withington Village Framework and requested that the Strategic Neighbourhood Lead (south) undertake a public consultation. This report summarises the outcome of the public consultation on the draft Framework.

## 2. Background

- 2.1 Withington Village is a key District Centre in south Manchester which serves the Withington and Old Moat population. It provides a hub for the community and a range of services. It has an active range of community stakeholders who are committed and engaged in the ongoing development of the Village.
- 2.2 In Autumn 2017, Withington Village Regeneration Partnership (WVRP) was established and comprises of local traders, investors and residents, Withington Civic Society, Love Withington Baths, We Are Withington, Manchester City Council, Southway Housing Trust and The Christie Hospital.
- 2.3 In 2017, a bid was submitted by WVRP to the Heritage Lottery Fund for environmental improvements and shop front enhancements in Withington Village. This was followed by a bid in March 2019, in collaboration with Manchester City Council, to the Government's High Street Fund.
- 2.4 Both these bids were unfortunately unsuccessful with Withington Village narrowly missing out in attracting funding. Despite this, WVRP has continued to drive forward aspirations for the development and regeneration of the Village and has achieved notable successes. This has included: supporting local residents to develop a scheme to improve a Pocket Park, establishing pop up cultural activities in vacant buildings, setting up the 'We are Withington' business group, organised 'Withington by night' events, changing opening hours of businesses to when footfall in the centre is strong, and organised the successful 'Withington Walls' crowd funding to brighten up walls and shutters through high quality artwork.
- 2.5 To support this strong partnership working and develop a long-term strategy for Withington Village, the Council commissioned the production of a draft Framework, which incorporated the Institute of Place Management's 'Vital and Viable' report for the Village.
- 2.6 The purpose of the Withington Village Framework is to support existing planning policy by:
- Establishing a vision supported by the community, to guide and inform development decisions
  - Generating confidence in the prospects of the Village to encourage further investment
  - Providing a basis for future funding bids
  - Illustrating through a series of precedent images and layouts how design objectives could be achieved.

The Framework should not be seen as inflexible or prescriptive, nor does it represent a commitment to funding by the Council.

- 2.7 The draft Framework identifies a vision for the Village as a liveable place that meets the needs of its diverse community. It builds on its cultural, physical and heritage assets and seeks to develop these further. New public spaces are proposed along with an improved street environment and movement for pedestrians and cyclists. It was developed through a series of public workshops and stakeholder interviews held in 2019.
- 2.8 The draft Framework articulates how the vision may be achieved based upon the '4R's' of repositioning, reinventing, rebranding and restructuring. It includes strategies for public spaces, movement, heritage and streetscape.
- 2.9 The draft Framework was used as the basis for a public consultation exercise involving local businesses, residents, investors and other key stakeholders.

### **3. The Consultation Process**

- 3.1 Due to coronavirus restrictions being in place, a range of methods were put in place to allow respondents to have their say on the draft Framework.
- 3.2 A survey link hosted on the consultations page of the Council's website was live from 17<sup>th</sup> November 2020 until 31<sup>st</sup> January 2021.
- 3.3 A dedicated email address, [withington.village@manchester.gov.uk](mailto:withington.village@manchester.gov.uk) was established to aid the consultation process and also to establish an ongoing dialogue for the future implementation of the Framework.
- 3.4 Paper copies of the draft Framework along with the survey questionnaire were made available on request from Withington library.
- 3.5 Letters were hand delivered to over 1200 local residential and business properties, advising of all the different methods available to participate in the consultation.
- 3.6 Two virtual consultation events were held online on 7th January 2021 and 12th January 2021. These events were attended by 36 and 44 individuals respectively.

### **4. Consultation Responses**

- 4.1 The City Council received a strong response with a total of 200 responses, 189 of which were submitted via MCC's consultation web page, 10 via email and one written response.

The breakdown of responses is as follows:

- 189 responses from via the MCC web link
- A response from a Withington Ward Councillor

- A response from the Council's Highways department
- A response from the Council's Housing and Residential Growth team
- 3 responses from residents
- 1 response from a GP practice
- 3 responses from local community groups
- A response from Natural England (statutory consultee)

4.2 The overwhelming majority of the 189 online respondents were supportive of the framework proposals:

- 66% strongly agree with the proposals
- 24% agree with the proposals
- 7% neither agree or disagree
- 2% disagree with the proposals
- 1% strongly disagree with the proposals

4.3 Similarly, email and written responses show a high level of support for the framework and the proposals contained within. Comments from the emailed and written responses are incorporated within the parts of this report that detail specific sections of the Framework.

## **5. Responses From Statutory Consultees**

5.1 MCC Highways supported the overall Framework, noting that the opportunities relating to sustainable movement and sense of place are in line with best practice and policy.

5.2 MCC Housing supported the vision and opportunities in the Framework. MCC Housing requested that reference to the Council's Residential Growth Strategy be made within the policy context section and reference be made to the emerging work on purpose-built student accommodation (PBSA). The Framework has been amended accordingly.

5.3 Natural England acknowledged the consultation but did not have any specific comments to make.

## **6. Movement in and around the village**

6.1 Regarding movement in and around the village:

- 70% strongly agree with the proposals
- 22% agree with the proposals
- 3% neither agree or disagree
- 2% disagree with the proposals
- 2% strongly disagree with the proposals

6.2 There was strong support for reducing levels of traffic in the Village and making the area much more pedestrian and cycling friendly.

- 6.3 Respondents gave strong support to reducing the number of junctions for vehicles on to Wilmslow Road through the Village, reconfigured junctions, speed controls, wider pavements and changes to pedestrian crossings to reduce traffic and improve pedestrian links.
- 6.4 Pedestrianising Copson St received strong support although the GP practice on Copson St expressed some concerns at this proposal and the effect this may have on patients with mobility or support needs.
- 6.5 Numerous comments were made in relation to free parking in the Village. The vast majority of respondents wanted to see Gledhill and Egerton car parks continue to provide public parking to service the Village but that these areas are enhanced. There was support for removal of loading bays along Wilmslow Rd to increase the width of the footpath.
- 6.6 Cycleways and enhanced provision for cyclists through the Village and cycle storage were also supported by a considerable number of respondents.
- 6.7 Enhancing walking links between The Christie and the Village along with new way finding and gateway signage were also supported.

## **7. Public Space**

- 7.1 The public space proposals in the also received high levels of support:
- 69% strongly agree with the proposals
  - 20% agree with the proposals
  - 7% neither agree or disagree
  - 3% disagree with the proposals
  - 1% strongly disagree with the proposals
- 7.2 A theme of more greenery was a recurring comment from respondents with street trees and planting welcomed along with more opportunities for pocket parks.
- 7.3 High levels of support were given to creating family friendly public spaces. Rutherford Place was viewed as having the potential to be the focal point of the Village. Support was also given for reducing the number of vehicular junctions along Wilmslow Road and to widen pavements to create outside dwell space and the opportunity for food and beverage operators to have outside space. Respondents felt this would enhance the Village feel and identity.
- 7.4 Support for a makers market and pop-up event space in the Village also featured strongly in respondents comments as did a desire for improved lighting in the Village.

## **8. Heritage and Streetscape**

- 8.1 Heritage and streetscape proposals had the highest levels of support:



- 71% strongly agree with the proposals
- 22% agree with the proposals
- 5% neither agree or disagree
- 1% disagree with the proposals
- 1% strongly disagree with the proposals

- 8.2 The most comments in relation to Heritage and Streetscape related to public art. Withington Walls was extremely well received by respondents with an overwhelming desire to see high quality public art expanded. Opportunities for sculpture in addition to artwork was also highlighted by some respondents.
- 8.3 Respondents commented on the importance of the history and conservation area status and expressed strong support for improving shop fronts, consistency of signage and restoration of building frontages.
- 8.4 Concern was also expressed around the number of takeaways in the Village and a strong desire for more high-quality independent business to locate in the Village.
- 8.5 There were a number of comments that emphasised the history of the Village and and this to be enhanced and given a higher profile. The rich diversity of Withington was also referenced by many, with a desire for this to recognised and celebrated.

## **9. Governance Arrangements**

- 9.1 As with other sections of the framework, governance proposals received strong support:
- 52% strongly agree with the proposals
  - 32% agree with the proposals
  - 12% neither agree or disagree
  - 4% disagree with the proposals
  - <1% strongly disagree with the proposals
- 9.2 Regarding the rich diversity of Withington, most governance comments related to ensuring that all sections of the community are consulted and communicated with as the Framework proposals are developed and implemented.
- 9.3 Having the WVRP oversee implementation of the Framework was broadly welcomed but with a desire to see a written constitution for the Partnership, ensuring it is accountable and its structure reflecting the diversity of Withington so that it represents all stakeholders and sections of the community.

## **10. Other Comments**

- 10.1 There were a wide range of other comments from respondents. The most comments were in relation to perceptions of crime and anti-social behaviour in the Village and the numbers of vulnerable people loitering in the area.

- 10.2 There were also numerous comments made about litter and fly-tipping in the Village. Respondents felt both these issues needed addressing alongside the Framework.
- 10.3 These observations have been noted and will be progressed by the Council and our partners through ward coordination processes and other partnership structures.
- 10.4 Ensuring any changes to the Village are accessible to all sections of the community was also commented on as was the library having the potential to be a community hub for culture and heritage.
- 10.5 A number of respondents wanted the framework boundary expanded to include nearby shopping parades, walking and pedestrian routes. As framework delivery is progressed, wider opportunities outside the boundary area will be considered to provide wider local benefits. The Framework boundary identified does represent the key buildings institutions and businesses that enables the centre to operate as a District Centre.
- 10.6 Identification and implementation of quick wins was also viewed as important once the Framework is approved.

## **11. Community Group Comments**

- 11.1 WVRP firmly support the objectives of the Framework including aspirations to improve the general environment of the Village in favour of walking/cycling, create high quality public spaces, pedestrianise Copson St, provide a market, increase public art, improve conservation area shop fronts, establish a formal shop front design guide, identify residential development opportunities and enhance links to The Christie, Withington Baths and local parks.
- 11.2 Withington Civic Society are broadly supportive of the proposals but made specific comments including removal of loading days, widening pavements, relocating pedestrian crossings, pedestrianising Copson St, Rutherford Place, public access to toilets, stress area enforcement and improving the general environment of the village in favour of walking/cycling.
- 11.3 Love Withington Baths support the Framework and commented that the Framework feels practical and achievable, that local empowerment is essential, they fully support the cross-cutting themes identified and the prioritisation of projects in the Framework.

## **12. Conclusion**

- 12.1 The Framework has received strong support from the vast majority of respondents and has been well received by the community. The Framework has the potential to transform Withington into a liveable, accessible, vibrant Village. The Framework can be implemented in a flexible manner as opportunities and resources are identified and the Centre's recovery from

covid becomes clearer. The Framework is practical in that it identifies a series of independent projects with a range of interventions depending on resources that become available. Further study will be required to bring about the individual project workstreams which will include engagement with the community and technical analysis.

12.2 Subject to approval of the Framework the next steps are to discuss with WVRP and local Cllrs in Withington and Old Moat the development of governance arrangements to ensure that community are consulted and communicated with as the Framework proposals are developed and implemented, develop a delivery plan and communications plan.

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

### **13.0 Key Policies and Considerations**

#### **(a) Equal Opportunities**

13.1 The proposals will provide enhanced connections to surrounding communities, providing improved access for local residents to Withington Village.

#### **(b) Risk Management**

13.2 Manchester City Council will be a key member of the WVRP, overseeing implementation of the framework.

#### **(c) Legal Considerations**

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



# Withington Village





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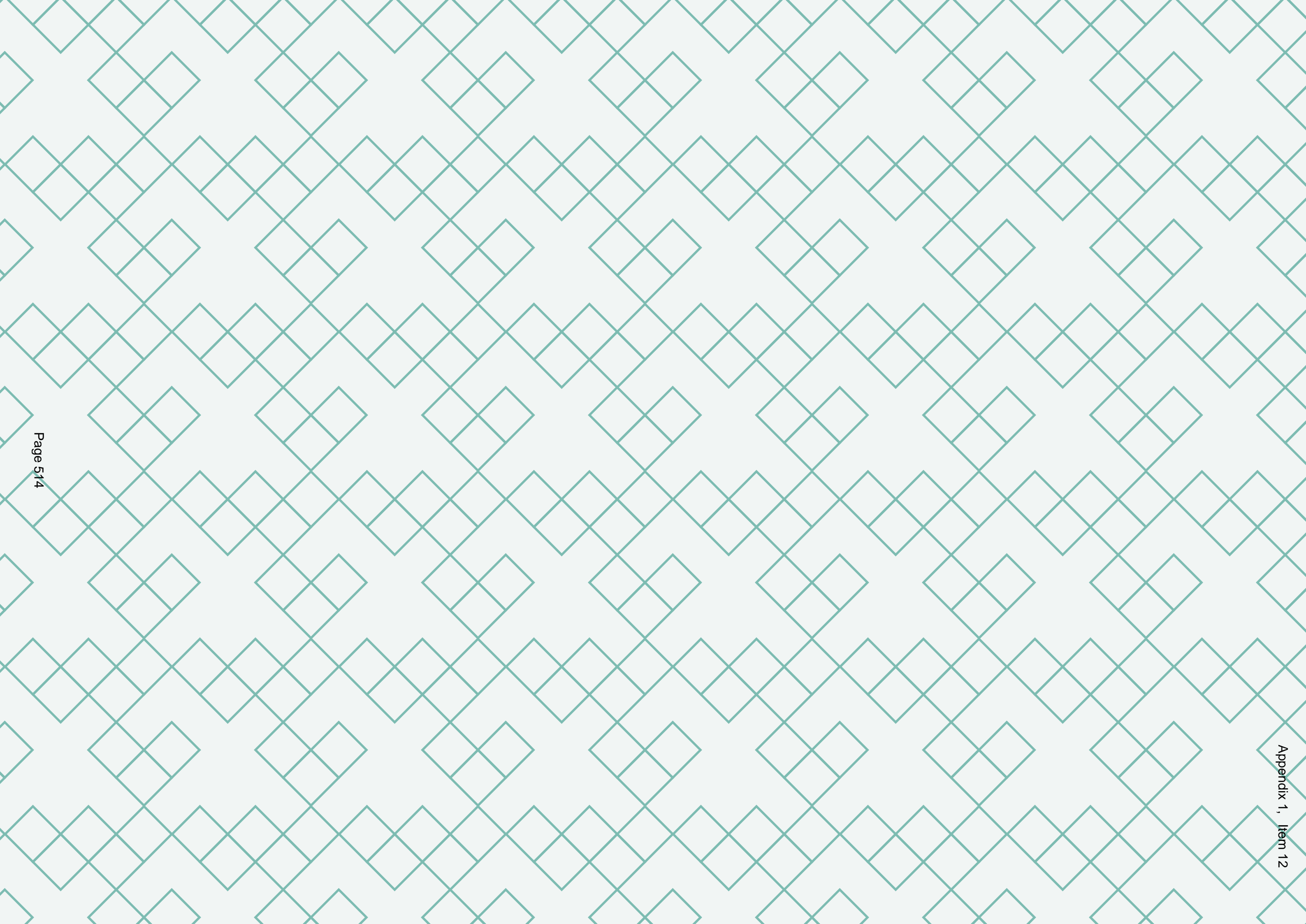
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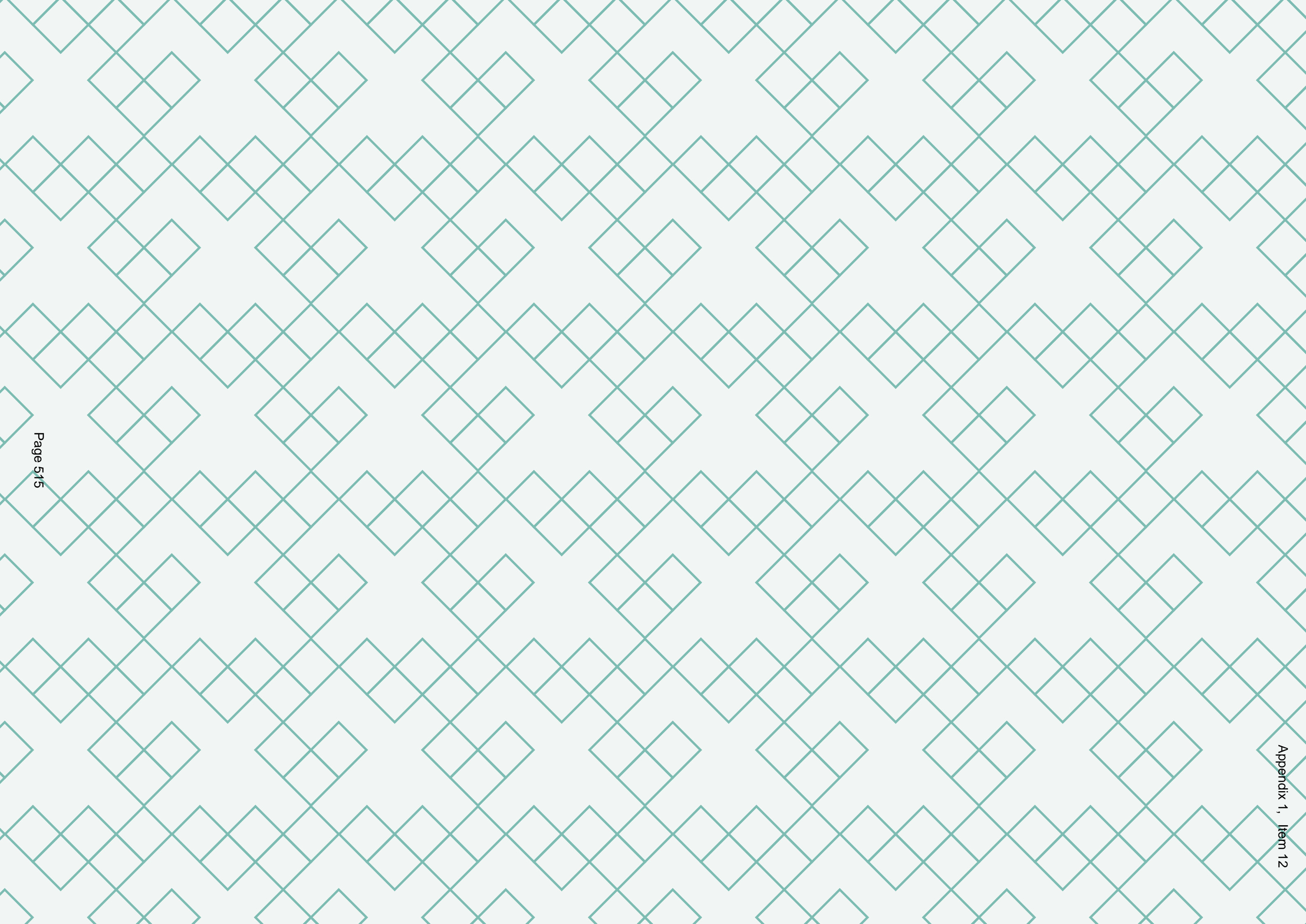
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# Introduction



## Introduction

Nexus Planning ('Nexus') was appointed by Manchester City Council, as part of a wider technical team including Broadway Malyan, WSP and BB Heritage Studio, to prepare a Framework for Withington Village.

Withington Village is a key District Centre in South Manchester and provides a focus for the community and access to retail, leisure, transport, civic, health and other services. It benefits from a distinctive environment and a number of key assets as well as engaged and active community stakeholders. However, in common with many centres and High Streets, it also faces challenges on a number of fronts. The extent of Withington Village is shown in Figure 1.

Withington Village is defined as a broader area than the commercial core, to include the gateways and routes into the core along Burton and Wilmslow Road, that house important services that form part of its offer. The northern boundary is defined by the Library and Rutherford Place. The southern boundary is defined by Withington Baths on Burton Road and the Red Lion Inn on Wilmslow Road. The boundary encompasses the commercial core on Copson Street and Wilmslow Road, the Conservation area, the public car parks, the churches, the Adult Learning Centre and Withington Village Hall.

This Framework brings together and draws attention to the relevant planning policies in order to guide the future of Withington Village. These policies underpinned the Withington Village Action Plan (2010-2020) (WVAP). Importantly, it sets out the broad vision for the Village, key policy objectives and how these could be achieved.

This is in the context of a changing social and economic context for the Village, not least the radical changes that have and continue to take place in our High Streets as a consequence of changing shopping and leisure habits. The impacts arising from the Covid-19 pandemic will also greatly influence change on our High Streets.

The Framework has been developed following a baseline survey and assessment work undertaken by the consultant team and land use data provided by the City Council as well as public consultation undertaken with local stakeholders. It reflects work undertaken by the Institute of Place Management (IPM) of Manchester Metropolitan University on stakeholder activity and place management for the City Council.

In supporting the existing planning policy, the Framework accords with objectives and ambitions of wider Council strategies.

## What is the purpose of the Framework?

At its core, the Framework seeks to deliver key environmental, social, design and economic objectives; the aim is to champion positive, lasting change in this unique, well-established neighbourhood as it continues through a challenging period of transition.

The focus of the Framework is to:

- establish a clear Vision to guide and inform development decisions in Withington Village which is supported and driven by the local community;
- provide confidence to partners in the prospects for the Village and to encourage further investment;
- illustrate through a series of precedent images and layouts how design objectives could be achieved;
- identify the focus for public sector and guide private sector investment to transform the Village and to provide a basis for funding bids; and,
- provide a focus for on-going community and public involvement in delivering the Vision for Withington Village.

The Framework sets out key design and environmental principles in response to the distinctive character and context of the centre, its challenges and opportunities.

Given the changing context and the new challenges facing our High Streets the Framework also provides, where this is consistent with policy, a consideration of Withington Village beyond a traditional 'retail-led' High Street and considers its future role as a broad-based focus for the community – a 'Future High Street'. As such the Framework considers health and well-being, the opportunities of the digital economy, the scope for community-led partnerships and plans, and responses to climate change as key themes.

The Spatial Objectives place these considerations within a physical framework, which in turn is centred on the key features of:

- Movement – how people interact and use Withington Village;
- Public realm – how the Village works primarily for pedestrians, cyclists but also bus and cars users; and,
- Streetscape – how Withington Village's unique period architecture is respected and how modern culture is expressed.



## Delivering the Objectives

The priorities that inform the Framework will provide a direction for funding bids and decisions and identify opportunities for future investment throughout the area, whether through public sector, private sector, or in partnership with the community and voluntary sector. The Framework should not be seen as inflexible or prescriptive, nor does it represent a commitment to funding by the Council.

This is intended to be the springboard which will assign priorities and timescales to a range of projects, rather than providing a specific



blueprint for interventions. The range of projects presented set out priorities and actions that will deliver significant benefits for the area, with each project first requiring greater technical development and study, consultation with relevant stakeholders and the attainment of planning consents and funding streams.

### Structure of the Framework

The remainder of the document is structured as follows:

- Policy Context – to be effective, the Framework should reflect established policy and strategies but also inform emerging strategic plans. This section considers the existing policy landscape to enable those connections to be considered.
- Withington Village, an overview - a review of the social, economic and environmental context to the Village as a basis for considering key challenges and opportunities. Wider economic and other influencing factors are also considered.
- Challenges and Opportunities – confirmation of the key issues to be addressed and opportunities to be capitalised upon.
- Vision – a shared Vision for Withington Village is established to create a basis and focus for delivery and to underpin future decisions.
- Objectives – the Vision is reflected in an overarching framework which aligns projects and priorities.
- Implementation and delivery – the scope and delivery of key development principles.
- Recommendations and Next Steps – in conclusion recommendations are made on the key action points and the next steps identified.

### A proactive community

Withington has a vibrant and engaged network of community groups and stakeholders, including the partnership groups of the Withington Village Regeneration Partnership and We Are Withington, who have contributed significantly to recent successes and are committed to the ongoing regeneration of Withington Village. Stakeholders have been engaged in the development of this Framework and will be fundamental to its effective and sustained delivery.





# Policy Context






Key  
 Withington Village Strategy proposed area

Figure 1: Withington Village Strategy Area



## Local Planning Policy

The adopted Planning Policy for Manchester comprises the Manchester Core Strategy (CS) (July 2012), and relevant Saved Policies from the Unitary Development Plan for the City of Manchester (UDP) (July 1995).

## Manchester Core Strategy 2012-2027

Manchester's Core Strategy was adopted in July 2012 and is the key document in the city's Local Development Framework. Figure 2 shows an extract from the Council's adopted Proposals Map as it pertains to Withington. The Core Strategy is based on a 2027 Vision and a number of objectives, including S04 Centres:

**'Provide a network of distinctive, attractive and high quality centres, strengthening local identity, providing essential services close to homes and local access to healthy food. Developments providing additional services and retail will be encouraged in the district centres where such development is consistent with the City's retail hierarchy. Particular emphasis will be given to development that helps to create distinctive [sic] local character.'**

Withington is defined as one of five District Centres in South Manchester (the others being Chorlton, Didsbury, Fallowfield and Levenshulme). The updated Proposal Map to the Core Strategy confirms the extent of the District Centre boundary, however this can be reviewed through the forthcoming Local Plan preparation.

Policy C6 South Manchester District Centres is the key policy relating to Withington district centre. In reference to Withington, the policy states that:

**"..development which creates more diverse centres will be supported, in particular involving improvement to the retail offer to meet the full range of residents in surrounding neighbourhoods and promoting community uses."**

Figure 2 illustrates the extent of the defined district centre, which encompasses Wilmslow Road, Copson Street and some side streets. The defined centre is broadly appropriate. It is not envisaged that the

district centre boundary needs to be extended or contracted to any significant degree. Albeit, some minor modifications would be useful.

## Conservation Area Status

Withington Conservation Area was designated by the Council in July 1983. Wilmslow Road forms a north-south spine through the area, and its boundaries are primarily found by property rather than streets. The approach to development within the Conservation Area boundary is set out in Policy EN3 'Heritage' of the Manchester Core Strategy.

The historic value of Withington Village is an integral component of its future success, and it is therefore essential that its heritage is respected, retained and enhanced in the future.

Both national and current adopted local policy is clear that development schemes, or other works, to the historic environment which do not adhere to adopted policies are not considered to be sustainable development. Indeed, the national planning guidance on 'Ensuring the Vitality of Town Centres' states that appropriate policies which seek to conserve and enhance the historic environment within town centres will be vital to help secure the future of the centre.

In this context, Policy DC18 of the UDP relates specifically to conservation areas and sets out detailed policy considerations for development proposals within the designated areas. In particular, the UDP policy seeks to preserve and enhance the character of the designated conservation area, and seeks to control the future demolition of buildings within the area. The policy provides the context for the objectives in this Framework. The heritage policies are not intended to constrain the potential of Withington but to assist in driving future quality development and express its modern and cultural identity.

Development management within the Conservation Area focuses on encouraging development which will enhance the prosperity of the area, ensuring that special architectural and visual qualities are maintained.

## Manchester Unitary Development Plan

Whilst this plan was adopted in 1995, saved policies do still form part of the Development Plan. However, it of course pre-dates the National Planning Policy Framework and will be replaced by the emerging Manchester Local Plan.

Policy WB6 states that 'Further conversion of retail and commercial properties to Class A3 (food and drink) uses will not normally be permitted along Wilmslow Road within Withington Village'.

Policy WB11 of the Manchester UDP seeks to encourage the management of flow of traffic along Wilmslow Road, with the aim of improving operating conditions for road users and pedestrians. Core Strategy Policy T1 seeks to deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking. Furthermore, the policy seeks to improve access for all to transport services but also to the surrounding environment and uses.

Both policies seek to enhance the overall accessibility of the centre for all and in turn, enhancing the safety for all.

## Manchester Design Guide and Residential Quality Guidance

These two documents provide clear guidance on Manchester's ambitions for quality in all its developments. The guidance takes a holistic approach to design, placing the expectation for quality external space to sit alongside the look of a building and internal requirements. Developments should aspire to be highly inclusive, accessible, safe and respond to climate change.

## Hot Food Takeaway SPD

Manchester Council adopted this SPD in March 2017. The document sets out objectives and priorities to encourage centres and neighbourhoods that are vibrant, and contribute positively to the Council's objectives of improving the health of residents. The SPD seeks to maintain the vitality and viability of centres, avoid amenity issues resulting from hot-food takeaways and tackle health concerns around obesity. The SPD seeks to control the over concentration of hot food takeaways and to maintain and promote health.

## National Planning Policy and Guidance

### National Planning Policy Framework

The National Planning Policy Framework (NPPF) sets out the Government's planning policies and how they are expected to be applied. Central to the NPPF is the achievement of sustainable development, to which there are three dimensions; economic, social and environmental. Planning policies and decisions are to support the role that town centres play at the heart of communities by taking



- Key
- Conservation Area
  - Withington District Centre (adopted 1995)
  - Withington Village Framework Area

Figure 2: Withington Village boundaries

a positive approach to their growth, management and adaptation. Planning policies and decisions are to achieve healthy, inclusive and safe places and provide for provision of shared spaces and community facilities and enable established shops, facilities and services to develop and modernise.

### Planning Practice Guidance

Guidance notes the importance of creative leadership and other stakeholders to bringing forward a vision for centres. Guidance also highlights the potential role of permitted development rights to accommodate flexibility and encourage innovation and enterprise, including through 'pop-up' shops.

## Wider Context

### National Design Guide

The Guide underlines that creating high quality buildings and places is fundamental to what the planning and development process should achieve. Local authorities and communities are to use the guide in decisions and in developing local policy and guidance. The Guide establishes ten characteristics, which are considered to work together to create the character of place, help nurture and sustain a sense of community and work positively to address climate issues. These characteristics include:

- identity – attractive and distinctive
- built form – a coherent pattern of development
- movement – accessible and easy to move around
- public spaces – safe, social and inclusive
- uses – mixed and integrated

## The Manchester Strategy

The preparation of the Manchester Strategy was overseen by the Manchester Leaders Forum and establishes a Vision for the City to 2025. The strategy is a high-level framework for action. The detailed actions to deliver the strategy sits within other plans across the City. The Manchester Strategy is centred around the realisation of five themes, including a 2025 Vision. A reset of the Strategy is currently being undertaken with an expected adoption of the revised document in spring 2021.

The Vision for Manchester in 2025 is to be in the top flight of world-class cities, when 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 idea;
- 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.'

As part of this Vision, Manchester is to be:

- A thriving and sustainable city – a leading, digital city, rich in culture with a diverse, well connected economy, with support for business.
- A highly skilled city – including inspiring the next generation to upskill and succeed, providing clear pathways for residents to reach their full potential and ensuring older people continue to make a major contribution to the city.
- A progressive and equitable city – improving health and access to care, creating resilient and vibrant communities, continue to be age friendly whilst also aiming to be the UK's youth capital.
- A liveable and low carbon city – supporting attractive and cohesive neighbourhoods, encouraging walking, cycling and public transport, a cleaner city with better quality green spaces, continuing to foster the artistic and creative community, encouraging volunteering and addressing climate change.
- A connected city – a smarter, cleaner transport network, more cycling and walking.

## Our Manchester – Industrial Strategy

This strategy sets out actions to help to deliver the Our Manchester vision. The strategy aligns with the Greater Manchester Local Industrial Strategy agreed between the Combined Authority and the national government but sets out the specific contribution of Manchester to delivering growth. It establishes the objective of boosting the city's productivity whilst creating a more inclusive economy.

Unique sector strengths upon which to capitalise and which have resonance in considering the future of Withington include health innovation; digital, creative and media; and clean growth.

In developing the strategy, extensive consultation was undertaken with residents, businesses and other organisations and a number of overarching themes emerged which again provide useful context to the Framework – these include transport, and the scope for improvement; skills and talent, including providing opportunities for older residents; the importance of digital; the affordability of premises and housing; and the environment and the support for the Zero Carbon 2038 ambition.

The strategy is centred around three pillars, which as they combine, promote a more inclusive economy. The three pillars are:

- People – developing skills
- Place – a city of thriving centres
- Prosperity – pay, productivity and wellbeing

Whilst all the pillars of the Industrial Strategy can inform the Framework for Withington, the key aspects of the 'Place' pillar are of particular importance – thriving centres, transport infrastructure, digital infrastructure, zero carbon exemplars, and innovative investment models to improve the environment.

The strategy notes that Manchester has a number of district centres, including Withington Village which host employment opportunities and are home to essential services for residents. Businesses are increasingly expanding into district centre venues and the strategy confirms that the refresh of the Local Plan will present further opportunities for such growth by encouraging the repurposing of buildings and driving improvements in transport and digital infrastructure. District centres often have jobs which have lower pay and productivity and so improving the quality of work, pay and career progression is part of a strategy to ensure District Centres thrive. Equally, increasing business use in Withington Village will help support a more sustainable centre and will reduce the community's carbon footprint.

Importantly, the strategy also notes that in consultation residents stressed the importance of the quality of their surroundings – their housing, nearby green spaces and local amenities – to their quality of life, and that the quality of the environment and liveability are also major factors for attracting and retaining skilled staff and investment.



## Residential Growth Strategy 2016

The Manchester Residential Growth Strategy was adopted in 2016 and sets out an ambition for Manchester to build a minimum of 25,000 homes up to 2025. This was subsequently updated in January 2019 to reflect a revised target of 32,000 new homes over the same period. The Residential Growth Strategy sets out a clear vision to ensure the right mix of housing, in the right places, to support the city's economy and maintain its success as a sustainable and liveable city. A key aspect of this strategy is to reflect on the broadening of the city's economic base and the need for the city's housing market to respond to the new nature and scale of demand by providing opportunities to support high-quality residential growth in the most sustainable locations. Withington Village can play a role in contributing to the delivery of the strategy's objectives through realisation of the vision and opportunities as described within the Withington Village Framework such as redevelopment, and new development, of new residential living in the Village where appropriate.

## Manchester Climate Change Framework 2020-2025

In 2018 Manchester City Council committed to achieving Zero Carbon by 2038, which in turn reflects the 2025 Vision of the Our Manchester Strategy. The Council declared a climate emergency in July 2019 and further work has seen a finalised Climate Change Framework (produced by the Climate Change Partnership) and Zero Carbon Action Plan, specifically identifying actions to be taken by the Council, agreed in March 2020. Action points of the Framework of direct relevance to the environmental objectives of this document include new buildings to generate zero emissions; the well-connected walking and cycling routes, public transport and electric vehicle charging points and the establishment of programmes to engage and support residents and communities to take action.

## Manchester – a great place to grow older

This updated strategy, published by Manchester Older People's Board, focusses on the key priorities for the City and its partners in continuing to develop an age-friendly city. The strategy notes the success of Southway Housing's pioneering Old Moat age-friendly pilot.

The strategy establishes three key priorities:

- Age-friendly community and neighbourhoods - neighbourhoods with clear age-friendly features and objectives, where older people feel safe and supported, find it is easy to get around and can access advice and services.
- Age-friendly services - all city services and strategies to be 'age-proofed', creating an environment within which people thrive as they age.
- Promoting age equality - positivity around ageing and the contribution older people can make.

## Manchester's Great Outdoors - A Green and Blue Infrastructure Strategy for Manchester

This strategy was published in 2015. The strategy notes the importance of green infrastructure to the wellbeing and prosperity of the city and the health of local communities. The strategy establishes four objectives for Green Infrastructure in the City:

- Improve the quality and function of existing green and blue infrastructure, to maximise the benefits it delivers
- Use appropriate green and blue infrastructure as a key component of new developments to help create successful neighbourhoods and support the city's growth
- Improve connectivity and accessibility to green and blue infrastructure within the city and beyond
- Improve and promote a wider understanding and awareness of the benefits that green and blue infrastructure provides to residents, the economy and the local environment.
- The strategy is a high-level one providing a starting point for projects at a local level. In the South Area of the City, including Withington, the key opportunities are considered to include enhancing quality and accessibility to existing parks and green spaces, the creation of green links to establish walking and cycling routes and enhancing the role of streets as part of the green network.

## Greater Manchester Transport Strategy 2040

Transport for Greater Manchester's (TfGM) Transport Strategy 2040 sets out its vision to have:

**“World class connections that support long-term, sustainable economic growth and access to opportunity for all”.**

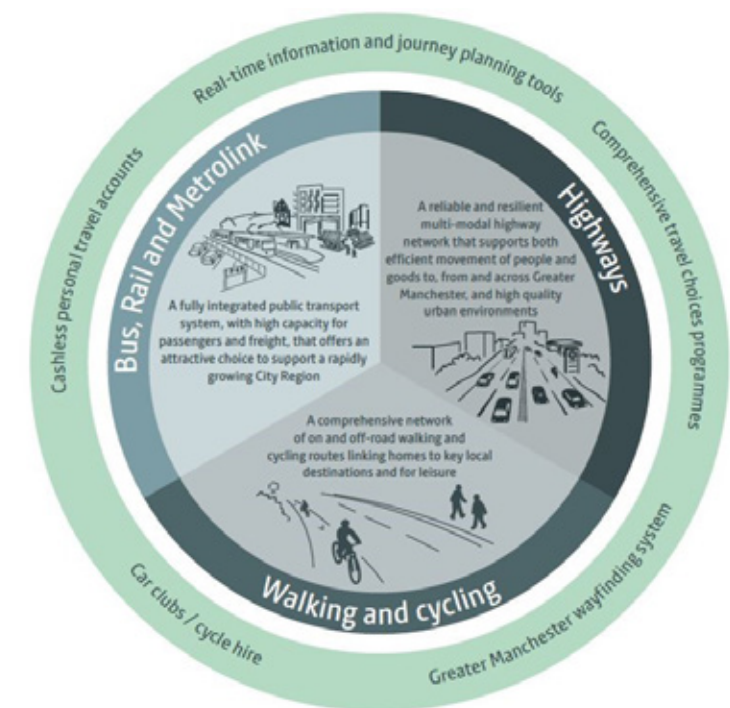
The four key elements of TfGM's transport vision are:

- Supporting sustainable economic growth
- Protecting the environment
- Improving quality of life for all
- Developing an innovative city region

For the vision to become reality, the transport system must “connect people to opportunities and information, entrepreneurs with ideas and capital, and employers with talent and skills”. It also must help create better places by supporting new development and regeneration, reducing the dominance of cars and goods vehicles, and improving the environment.

The transport strategy sets out seven reinforcing principles to meet the needs of residents, businesses and visitors. These are: integrated; inclusive; healthy; environmentally responsible; reliable; safe and secure; and well maintained and resilient.

The strategy also defines modal principles which set out aspirations for bus, rail, Metrolink, active travel and highways.



Made to Move: 15 steps to transform Greater Manchester by changing the way we get around (2018)

## Centre Management – Relevant Policies

In addition to strategic policies it is worth noting the policies on hot food takeaways (the Hot Food Takeaway SPD is noted above) and licensing, both important issues for Withington.

### Statement of Licensing Policy

The Council introduced a special licensing policy covering Withington district centre – defined as a ‘stress area’ - under section 5 of the Licensing Act 2003. The 2018 review notes that there is evidence of public nuisance and higher levels of crime resulting from the number of licenced premises in the centre. However, as at 2018, the date of review, the levels of problems did not at that time justify the implementation of a cumulative impact and saturation policy to further control additional licenced premises or extensions to existing licences. The review also noted that the Council wish to diversify the leisure economy in Withington and as such the policy shall be kept under review.

Licence applications will be considered on their individual merits. However, the special policy establishes a strong presumption against hot food takeaway premises, off-licence and alcohol-led venues open after 11.30pm. Non-alcohol venues open to midnight are encouraged, whilst alcohol led venues open to 11.30pm will be judged against established criteria.

## Other Regeneration Initiatives

### The Christie Strategic Planning Framework (SPF)

Whilst outside of the core Withington Village Framework area, the world renowned Christie Hospital is a major asset for the area and an important influence on the regeneration of Withington Village. The 2014 SPF and the more recent draft addendum in relation to the Patterson Redevelopment Project are intended to establish guiding principles, supported by the planning policy framework, to inform future development proposals.

The SPF acknowledges the relationship between The Christie and Withington Village centre and that the hospital is a major travel generator in South Manchester. In the draft addendum, the Trust commits to minimising reliance on the private car and aims to have 60% of staff using sustainable modes of travel by 2030. It also commits to improving linkages between The Christie and the Village along Wilmslow Road.

### Old Moat: Age Friendly Neighbourhood Report

Prepared by Southway Housing Trust in 2013, the ‘Old Moat: Age Friendly Neighbourhood Report’ addresses the environmental and social factors that contribute to active and healthy ageing communities, such as Old Moat, in Manchester.

The project considered matters from an urban design, planning and architectural perspective to develop an understanding of the characteristics of Old Moat and the ways in which it might develop into the future. The study identified that throughout the physical environment of Old Moat priority was given to cars, and that there were ‘clusters’ of older and younger people residing in particular areas including around the Minehead Centre and in properties owned by Southway Housing Trust. To combat this, the report outlined a number of findings for developing an age-friendly neighbourhood. Included among these are:

- Improvements to the physical environment including, but not limited to, seating and pavements;
- Reversing the perceived decline in the shopping area in Withington centre, including maintaining a diverse range of day-to-day services and facilities for residents;
- Maintaining positive attitudes towards public transport and encouraging its use; and,
- Addressing the perceived lack of community spaces and the geographical isolation of those that do exist.

Key elements of the plan included developing Copson Street as an age-friendly shopping location, including through wider improvements to the district centre, improvements to pavements and public transport along Copson Street, and providing enough seating in the area. The report recommended that the research and recommendations suggested by the ‘Age-Friendly Working Group’ be taken forward and incorporated and influence relevant action plans that come forward in the future.

## Town Centres and High Streets - the National Picture

The challenging economic context for traditional town and district centres and the high street, including the closure or restructuring of many long established high street names aligned to radical and on-going changes to consumer habits, driven in part by the growing digital economy, have combined to raise concern over the future role of town and district centres. The impact of the Covid-19 pandemic

has further exacerbated the challenges faced by these areas. The Government has responded through the establishment of the High Street Tasks Force and the establishment of the Future High Streets Fund. The Government is also committed to a review of business rates and in December 2019 announced a commitment to increasing the retail discount introduced in 2019 from one-third to 50%. Further support is being provided as a response to the Covid-19 pandemic.

## Conclusion

This review of national and local policy provides a clear and consistent basis within which to develop the Framework, which sets out:

- the continued importance of centres to the health of local communities, despite a changing and challenging economic context;
- the recurring and consistent policy themes of identity, accessibility, quality spaces, diversity, enterprise, an age friendly environment and the low carbon economy, and,
- the importance of community involvement and of a safe, clean environment.

In turn, the review also highlights how the Framework can contribute towards the wider objectives for the City, including its industrial strategy, zero carbon targets, health objectives and improvements in sustainable transport infrastructure as well as green infrastructure. In particular, it will contribute toward the Our Manchester Vision of a thriving sustainable, skilled and progressive city – one that is liveable, low carbon and well connected.





# Withington Village

## — an overview

## Introduction

This section of the report provides an overview of Withington Village drawing together community, socio-economic, townscape and other factors to establish a basis for understanding the drivers of change and thereby the challenges and opportunities to be addressed through the Framework and the delivery of its objectives. In doing so this review considers:

- Location and Context
- Identity and Community
- Demographics
- Land Use
- Heritage
- Townscape Analysis, comprising Streetscene, Public Realm and Movement.

This review draws on the outcomes of stakeholder consultation, which is also summarised in this section, baseline work undertaken by the consultant team, land use data provided by the City Council and in conclusion the IPM work on stakeholder activity and place management in Withington Village.

This review is drawn together in the following section – Challenges and Opportunities, which in turn forms the basis for the Vision and Objectives and how these could be achieved.

However, before considering the character and dynamics of Withington Village it is useful to place the Village specifically, and importantly, the local retail and leisure economy, in its wider context.

### The National Context – Town Centres

UK High Streets have increasingly been the subject of significant constraints and pressures, which have generally resulted in a lack of growth in High Street spend leading to a decrease in the number of retail operators and a general increase in the amount of vacant units.

The convenience goods sector has been characterised by the increasing prevalence of discounter grocers (such as Aldi and Lidl), which increasingly offer a wider range of products (including bakery goods), together with quality meat and fresh fruit produce. As a consequence, discount operators are not only competing against larger food superstores but also increasingly against smaller convenience stores and specialist retailers.

The comparison goods sector has also been the subject of fundamental structural change in the form of significant expenditure being lost to

the High Street through online retailing and through ‘polarisation’, whereby shoppers tend to shop locally for day-to-day goods but are prepared to travel a relatively significant distance when purchasing bigger ticket items.

Both of these changes are of consequence to Withington Village. The additional competition in the grocery sector puts additional pressure on convenience retailers and smaller, specialist food retailers. Changes in comparison goods shopping mean that district and local centres frequently only support comparison goods operators specialising in household goods (which may need to be sourced on a regular basis) and niche products (which shoppers may be prepared to travel to source).

Since March, and due to societal changes as a result of Covid-19, growth in internet retailing has accelerated. Further growth in online shopping is forecast over the next decade. In addition to the core retail sectors, online retailing has also expanded rapidly into services – banking, estate agency, travel agency and takeaway food delivery. All of these sectors would traditionally be represented in centres of Withington Village’s size. Having said that there is also evidence of the ‘merging’ of retail channels, with traditional retailers investing in their digital businesses whilst digital business moves into physical space. Successful businesses in Withington Village will increasingly need to have a digital presence to complement bricks and mortar.

The ramifications for the property sector are already apparent, with less retail floorspace being required in town centres and additional distribution space being needed to service the delivery of goods bought online. Town centres have to diversify to attract consumers. We are seeing a clear trend towards improving customer experience through more food and leisure uses. Allied to this is the growth in independents, micro businesses, and the creative, craft and media sectors.

This shift ties in with the general aspirations of millennials, who appear to value experiences (which are often shared across social media) over owning things and place greater value on health and well-being (evidence suggests an increasing number of young people are not drinking alcohol). CACI (Property Consulting Group)<sup>1</sup> also note a growth of ‘destination’ experience led trips over convenience trips with consumers seeking greater engagement (and spending more when there is that engagement). Thus we see more town centre gyms and yoga studios and traditional retail shops adding additional services and experiences – a juice bar in a grocers or baking lessons. We are also seeing a trend towards re-urbanisation – more people want to live in city centres to be near to these facilities and services.

Within this changing context, there are a number of drivers that offer both opportunities and challenges for Withington Village.

This shift in the role of the town centre has increasingly been recognised in planning policy to support a wider range of uses and allow for the re-use of premises.

## Location and Context

Withington Village is located in south Manchester, approximately 3 miles from the City Centre. It is at the heart of the suburban, predominantly residential areas of Withington and Old Moat. It is one of five District Centres in South Manchester and is within around 0.5 miles of Fallowfield, 1.5 miles of Didsbury and 2.5 miles of Chorlton. The internationally renowned Christie Hospital lies to the south of the centre on Wilmslow Road.

## Identity and Community

Withington Village is a vibrant, dynamic community with a diverse population. The varied population has greatly influenced the development and culture that can be found in the Village.

Independent traders are key to generating this unique identity for the centre, with their foundation and roots in the community. Withington Village is exemplified by a cosmopolitan image. This cultural vibrancy is amplified by events, festivals and pop-ups in the centre, regularly organised by vested members of the community.

As the only district centre in Manchester largely within a Conservation Area, Withington Village benefits from its Victorian period architecture and its traditional high street layout. The centre’s varied and attractive built environment results in a distinct character and identity, with important local landmarks including Withington Baths, the former Red Lion public house, NatWest Bank and Withington Library. Withington Library has recently refurbished with services extensively used by older people and school students and a computer room regularly used by school and university students and freelance/independent workers. An innovative fob access system allows all members of the community to access facilities outside core opening hours.

Withington Village’s identity has also been forged by a number of pioneering residents, including Ernest Rutherford and Billy Meredith, and local interest is also added through Palatine Road’s association with Factory Records and other music related culture.

Withington Village’s cultural identity is clearly one of its key assets which helps make it attractive to residents and visitors alike. It is important that this local character is further developed through

<sup>1</sup> CACI (Property Consulting Group) – Retail Landscape 2018

the maintenance and improvement of existing buildings and, by celebrating and supporting the local artistic and musical community.

The strength of the community and its commitment to the Village has been key to the delivery of a number of initiatives but also in developing this Framework. The ‘Withington Village Regeneration Partnership’ and ‘We are Withington’ have brought a number of community groups together and have successfully delivered on a number of actions.

In recent times, Withington has been associated with Manchester’s student population. The prevalence of students living and visiting the Village has visibly influenced the types of businesses that service their needs. However, evidence suggest that the demographic is slowly changing. Over the next ten years there is likely to be a continued reduction in student numbers living in Withington which could make way for an increase in young professionals and families. This identity is something which will need to be reflected in future investment activity.

### Withington Village Regeneration Partnership

The Withington Village Regeneration Partnership is a collaborative organisation made up of public, private and community groups that came together in 2017 with a vision to progress the regeneration and environmental improvement of Withington Village. Key stakeholders include Manchester City Council, Southway Housing Association, The Christie, Withington Baths, Withington Civic Society and local traders and property owners.

Together, the group’s achievements are significant and have included:

- Winning funding for a pocket park on land at the junction of Parsonage Road/Swinbourne Grove;
- Facilitating exciting pop up projects such as the M20 Festival, the Curious Collection markets & the Lock Inn craft ale pop up pub nights; and,
- Working with the City Council and local councillors to commission a new Framework for the Village.

The group are clearly vested in Withington Village and are viewed as the key local delivery group to take forward the ambitions of the Framework, with the support of their funders and partner organisations.

### We Are Withington

We Are Withington is a collection of traders and service providers in the Village including Wilderness Records, A Curious Collection, The Lock Inn, Burton Road Brewery, Withington Baths and The Christie. We Are Withington was set up in 2019 as a direct result of the community’s ongoing commitment to delivering the Withington Vision. Their vision is:

**“Championing all things Withington – We are a group of traders wanting to improve our village for all our community.”**

The aim of We Are Withington’s work is to act as a catalyst to further empower and encourage our community to come together and take a real pride in our area and build on some of the brilliant independent businesses and community initiatives already happening in Withington.

As of December 2019 the group has coordinated a number of community projects. This includes crowdfunding over £5,000 towards the Withington Walls community project. This aims to brighten up Withington Village and cultivate a sense of pride and identity with a programme of public art works utilising shop shutters and gable walls as a canvas for murals and street art to rejuvenate Withington.

Fundraising efforts were launched as part of the ‘Withington By Night’ event of Friday 4th October 2019 when Village businesses stayed opened late and put on events and entertainment. Since this time ‘We Are Withington’ have organised and held a further ‘Withington By Night’ on 6th December 2019.

A number of businesses have also extended their opening hours as a result of the evidence presented by IPM during the production of this Framework.



### Demographics

Withington Village’s immediate catchment area can broadly be defined as the Old Moat and Withington wards.

Key demographic facts for the Old Moat and Withington wards include:

- As of 2011, the Old Moat ward is estimated to have a population of 14,490 and the Withington ward is estimated to have a population of 13,422;
- In terms of Index of Multiple Deprivation, areas of Old Moat are among the 10% most deprived areas in the country;
- Within the Old Moat ward 43% of households are estimated to have at least one resident aged over 60, and over 50% of social housing tenants are aged over 55;
- Conversely in the Withington ward 53% of residents are aged between 20 – 29 years (which is reflective of the large student and ‘young professional’ population);
- An estimated 3,600 people work within the wards of Old Moat and Withington;
- A total of 72% of households in Withington were privately rented in 2011; and,
- An estimated 79% of the population of the Old Moat and Withington wards are of working age.



## Land use

Withington Village is located within a wider residential area, and as a result it is a well-used district centre with a considerable range of service and comparison goods operators.

In total, there are 107 commercial and public units within Withington district centre.

Despite having a good variety of service and comparison goods operators, and a good level of convenience retailers, it functions as a district centre in the hierarchy of retailing in the city and there is little scope for this to expand. Accordingly, it is perhaps unsurprising to note that the National Survey of Shopping Patterns found only 0.68% of the catchment area's population relies on Withington to serve its comparison shopping needs.

In 2019, Class A1 uses accounted for 45% of stock and non-Class A1 uses accounted for 48% of stock. The proportion of stock in Class A1 use in 2019 was less than that recorded in 2015 (48%), higher than recorded in 2017 (41%) and the same level as recorded in 2013 or 2009 (both 45%). It appears from this decrease that the wider structural trends apparent in the retail sector have been of consequence to the composition of the centre.

Evidence suggests that whilst there are no established deficiencies or imbalances in the uses present within Withington District Centre, there are distinct clusters of A1 uses which are primarily located adjacent to residential areas, and a separate cluster of non-A1 uses located more primarily along Wilmslow Road. The remaining 7% of commercial stock is accounted for by vacant units. The recorded vacancy rate is around average for Withington since surveys began in 2009.

The latest (2019) data indicates that Withington Village has a limited number of Use Class B establishments, with zero B2 and B8 uses recorded in 2019. As of 2019, A4 uses (Drinking establishments) comprised just 2% of the land use in Withington, compared to 8% in Didsbury. Withington is characterised as a service and leisure based district centre rather than a business and employment based centre.

The number of Financial and Professional Services (Use Class A2) peaked in 2013 and has decreased since then, whilst Class A1 uses have comprised the single most prevalent land use across each monitoring year since 2009.

10% of units in Withington Village are occupied by Hot Food Takeaways (Use Class A5). The Hot Food Takeaway SPD (2017) states that such uses will not be supported in district and local centres where the cumulative impact would be detrimental to the vitality and viability of

the centre. Saved UDP Policy WB6 states that conversion of retail and commercial properties to Class A3 (Food and Drink establishments) will not normally be permitted along Wilmslow Road within Withington Village, which restricts the growth of food and drink uses and works to retain the existing retail and commercial properties within Withington Village.

Wilmslow Road is dominated by retail and leisure uses and is the primary thoroughfare through Withington. Unlike comparable primary routes in Chorlton, Didsbury and Burton Road, it is subject to a licensing policy that restricts opening hours and certain uses within its defined boundary, including Use Classes A3 and A4. As of 2017, A4 uses (Drinking establishments) comprised just 4% of the land use in Withington, compared to 8% in Didsbury. As the licensing policy comes up to review, the desirability of maintaining this special status will be considered in the context of the changing character and nature of the area.

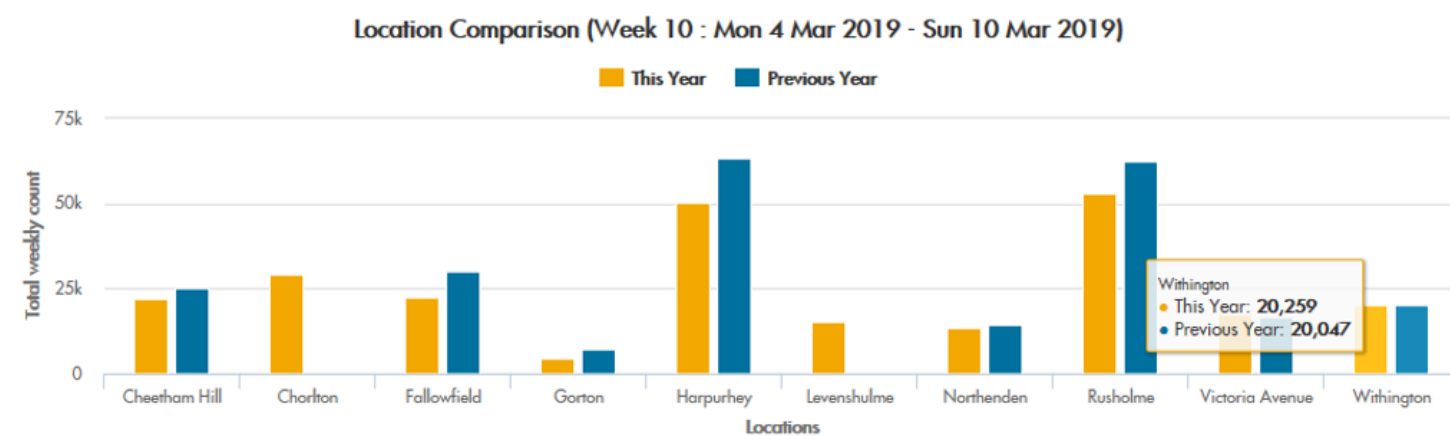
As part of their analysis, the Institute of Place Management (IPM) installed a footfall counter at a central location on Wilmslow Road in Withington Village. The data recorded from this (shown below) demonstrates that Withington is a well-used district centre, with activity levels broadly comparable to Chorlton and Fallowfield. The importance of footfall data will be identified later in the Framework.

## Impact of Covid-19

So far, it is not yet known precisely what the impact of Covid-19 will be on small businesses and local traders. However, Covid-19, rather than rendering the Framework redundant, reinforces the need to develop support for Withington Village. The footfall data demonstrates that footfall dropped in Withington by approximately 50% in the peak of lockdown compared to national and regional figures of 84%. Many people may wish to remain local for the foreseeable future when seeking out leisure and retail opportunities. The footfall will be monitored to analyse how people return to the Village as it re-opens.

Although still a significant drop, Withington Village continued to serve its community and key stores remained open selling essential items. Independent traders experimented with new ways of trading including home delivery and internet sales. The We Are Withington Group has been proactive during this period promoting independent traders, home delivery services and signposting businesses to government grants.

The Council has supported the re-opening of the Centre with the temporary removal of the loading bays along Wilmslow Road and is bidding for Government grants to expand key public spaces in the Village in accordance with proposals identified in the Framework.



Withington Village Footfall Data recorded on Wilmslow Road



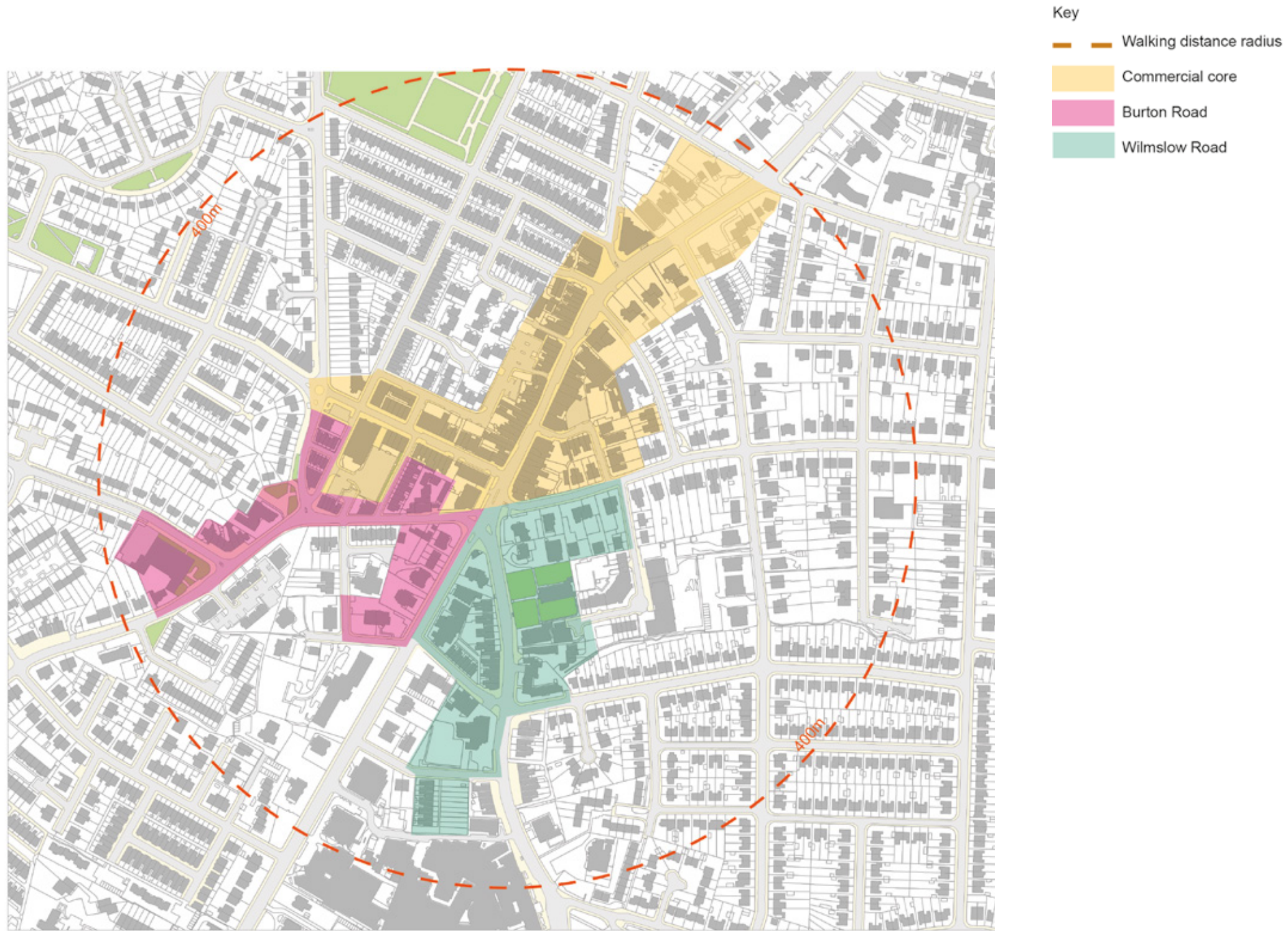


Figure 3: Character area analysis plan of Withington





Figure 4: Townscape Analysis of Withington Village

## Character areas, Public realm and Streetscape

### Townscape

This section summarises the character analysis work undertaken as part of baseline work. A broad-brush character analysis plan (Figure 3) is included in this section. This identifies three principal character areas. These are:

- Commercial core – this area comprises the historic core of the centre along Wilmslow Road as well as Copson Street. This area is in predominantly retail and leisure use. Wilmslow Road high street is well-defined and generously proportioned with a strong consistency in the heritage of principal buildings and flow in building line. The Library and former White Lion and surrounding spaces at either end of Wilmslow Road help to define vistas. Copson Street also has a well-defined building line, but the more utilitarian architecture and mix of built forms and the narrow street width detract from the sense of Copson Street as a place to dwell. There is also a lack of definition to the vista towards Old Moat Lane. Whilst there are ‘gateway’ features to this area, the Library and the former White Lion, there is little sense of arrival into the centre. There is little in the way of green infrastructure and any space is limited to the areas to the front of the Library, albeit this is somewhat cluttered.
- Burton Road – Withington Baths provides a dominant gateway into the Village from Burton Road. Alongside the Baths a number of significant public buildings are prominent along the road. This includes the former Methodist Chapel which is well used as the Adult Learning Centre and the Village Public Hall and Institute. There are opportunities for activities in these buildings to be developed and complement each other so this area plays an increased role in the functioning of the Village.
- Wilmslow Road- Between Christie Hospital and Burton/ Wilmslow Road junction contains late 19th and early 20th century buildings of two and three storeys. The uses include a mixture of commerce, housing and retail. Key historic buildings including the Red Lion Public House, the three storey neo Georgian Withington Fire Station are dominant features on the street scene. There is little to draw people from the Christie Hospital along Wilmslow Road into the retail core.

Key elements of the townscape upon which the objectives seek to address include:

- The dominance of highways in certain locations, along Wilmslow Road and at the junction of Palatine Road and Burton Road, and traffic generally which detracts from the sense of place;
- Defining gateway features to provide a clear sense of arrival into the Village;
- Lack of a clear, recognisable Village ‘centre’ or place branding;
- A large number of historic buildings that make a positive contribution to Withington’s character, albeit many are in a poor state of repair;
- Lack of a clear, physical and functional connection between The Christie and the parade of shops at Tatton Grove and onto the Retail Core;
- Lack of visibility of Copson Street from Wilmslow Road;
- Lack of green infrastructure and quality open space through the retail core of the Village.

### Public Realm

Withington Village’s public realm consists largely of streets of varying typology and one key open space outside the Library which has the unofficial title of Rutherford Place, which has been used throughout the Framework. There are also other smaller open spaces such as the seating area around the water trough in Copson Street and the Swinbourne Grove pocket park. Old Moat Park is the only green public park within walking distance of the Village centre. Notwithstanding this, key areas to address include the following:

- Narrow and poor quality paving, particularly along Wilmslow Road and Copson Street;
- Tree planting, where it exists, is in places poorly maintained and outgrowing tree grilles;
- There is a lack of street furniture in the Village, with seating solely concentrated in Rutherford Place and around the water trough in Copson Street;
- The public realm is cluttered, with A-board signs on pavements and shop displays narrowing pavements;

- Cycle hoops, bollards, guard-railing and mobile planters contribute to street clutter and obstruction of pedestrian desire lines;
- The retail core, particularly along Wilmslow Road and at the junction of Palatine Road/Burton Road, is particularly dominated by vehicular traffic;
- ‘Shared surfaces’ delineated as loading bays are frequently misused as car parking;
- There are limited areas to dwell and enjoy the district centre;
- The centre is poorly signed, making movements through the Village challenging and unclear.

### Streetscape

The focus specifically on the streetscape as it relates to ground floor frontages in the commercial core. The following key areas are considered:

- There are a number of distinctive and historic buildings that provide architectural and historic interest to the Village. These include the former White Lion Public House, the former National Westminster Bank and Withington Library. They are generally located at gateways and help to frame vistas at each end of Wilmslow Road;
- There are examples of contemporary signage and painted building facades, reflective of modern and popular culture. This adds colour and vibrancy to the high street;
- A number of poor quality shopfronts contribute to the lack of attractiveness, particularly along the busy thoroughfare of Wilmslow Road which would benefit from improvements and restorative works;
- Extant architectural detailing on the shopfronts and building facades offers a positive contribution to the area, albeit these can be hidden behind modern interventions;
- Building mounted signage is largely appended to shop front fascias, with some examples of projecting signs associated with the shops;
- Signage and shopfronts throughout the centre are disjointed and vary in condition, style, illumination and how they integrate with security shutters;
- Copson Street includes a number of shop fronts that spill onto the footway during operating hours.





Figure 5: Heritage Analysis of Withington Village

## Heritage

Withington Village has a vibrant and dynamic history upon which to draw, and one which has left a distinctive legacy in the built environment. The Village of Withington grew rapidly from the mid-19th century centred then as now around the Wilmslow Road corridor. Reflecting urban expansion on the ground the village was incorporated into the City of Manchester in 1904.

This historical development of the Village has left as a legacy the clear urban form of the centre but also a number of listed and period buildings. Much of Withington's original and historic built environment remains intact. The Centre was designated as a Conservation Area in 1983.

Over time the quality of the Conservation Area has been affected by poor quality modern interventions, including inappropriate shopfronts, signage and clutter on building facades. A principle is to restore historic assets where buildings contribute positively to the streetscene and pursue improvements to the overall quality of the setting of the Conservation Area.

Key heritage assets in the Village are shown in Figure 5 and include:

- Grade II Listed Former National Westminster Bank
- Grade II Listed Church of St Paul
- Grade II Listed Former White Lion Public House
- Grade II listed 456 Wilmslow Road (constructed in the early 19th century, the building and one of the oldest surviving buildings in Withington)

## Movement and Accessibility

Baseline work on movement and access is identified. It also reflects in a number of ways on the streetscene and public realm assessment. These are shown in Figure 6 and include:

- Wilmslow Road is a key vehicular route into and out of the City and is heavily trafficked by cars and buses. At busy times, principally the morning and evening rush hour, this can dominate the environment of the centre.
- Footways in the centre are of a variable quality and width and in some places are in a poor state of repair. Access roads leading into the principal routes on Copson Street and Wilmslow Road dissect

- the pedestrian thoroughfares, further reducing the quality and sense of safety of the pedestrian experience.
- Street furniture, ad hoc signage and other clutter further reduce the quality of the pedestrian environment in parts of the centre.
- Gateway signage and wayfinding is poor.
- Controlled crossing points in the heart of the centre on the busy Wilmslow Road are limited to the north (near the Library) and toward the southern end of the centre at Copson Street. The 'desire line' from Parsonage Road toward Sainsbury's is not catered for.
- The centre is well served by bus services with bus shelters provided either side of the road at the northern end of the centre.
- Parking surveys have suggested that there is a significant amount of 'non-shopper' parking taking place for long periods during the day both in local streets and car parks.
- Gledhill Street Car Park is the principal off-street car park serving the centre, but it is poorly signed and lacks profile from both Wilmslow Road and Copson Street. Safety and security is also an issue.
- There is no day-time on-street parking (7am to 7pm -Mon to Sat) on Wilmslow Road, although there are three on-street loading areas which appear to be used for the majority of time for parking of private vehicles, restricting the use of loading (or other related purposes).
- There is some one-hour and disabled on-street parking on Copson Street.
- Cycling appears to a popular mode of transport, however cycle linkages could be improved into and around the centre, as could the security and attractiveness of cycle parking facilities.

## Stakeholder Engagement

At its core, the primary aim of the Framework is to provide an aspirational vision for the residents and business community of the Village. Community engagement with a range of key stakeholders took place over Spring and Summer 2019. Consultation took place through a combination of meetings with stakeholders and presentations and workshops with the community, resident groups and local traders including representatives from:

- Withington Village Regeneration Partnership

- Withington Civic Society
- Southway Housing
- Step Places
- Local Traders
- Local Ward Councillors
- Residents Groups
- Manchester City Council Officers

Workshops occurred in September 2019 with a primary focus on design, movement and public realm. Strategies were shared with those present, with their feedback being requested and noted. Stakeholders were overwhelmingly positive to the proposals, and it was clear that the aspirations of the Framework are widely supported by residents, traders and community groups, indicative of the strong, collaborative approach the local community has towards their Village. These sessions identified a number of ambitions that will inform the framework and its implementation. The top priorities that emerged from the workshop events included:

- Enhancements to the public realm throughout the Village, including Copson Street
- A coordinated approach to promotion of the Village, including through the We Are Withington Group.
- Restoration of historic buildings and shopfronts
- Improved pedestrian links, especially to surrounding residential areas and support for an age-friendly strategy
- Better accessibility through the Village, including ease of crossing Wilmslow Road
- A focus on community-driven projects, such as at Withington Baths.



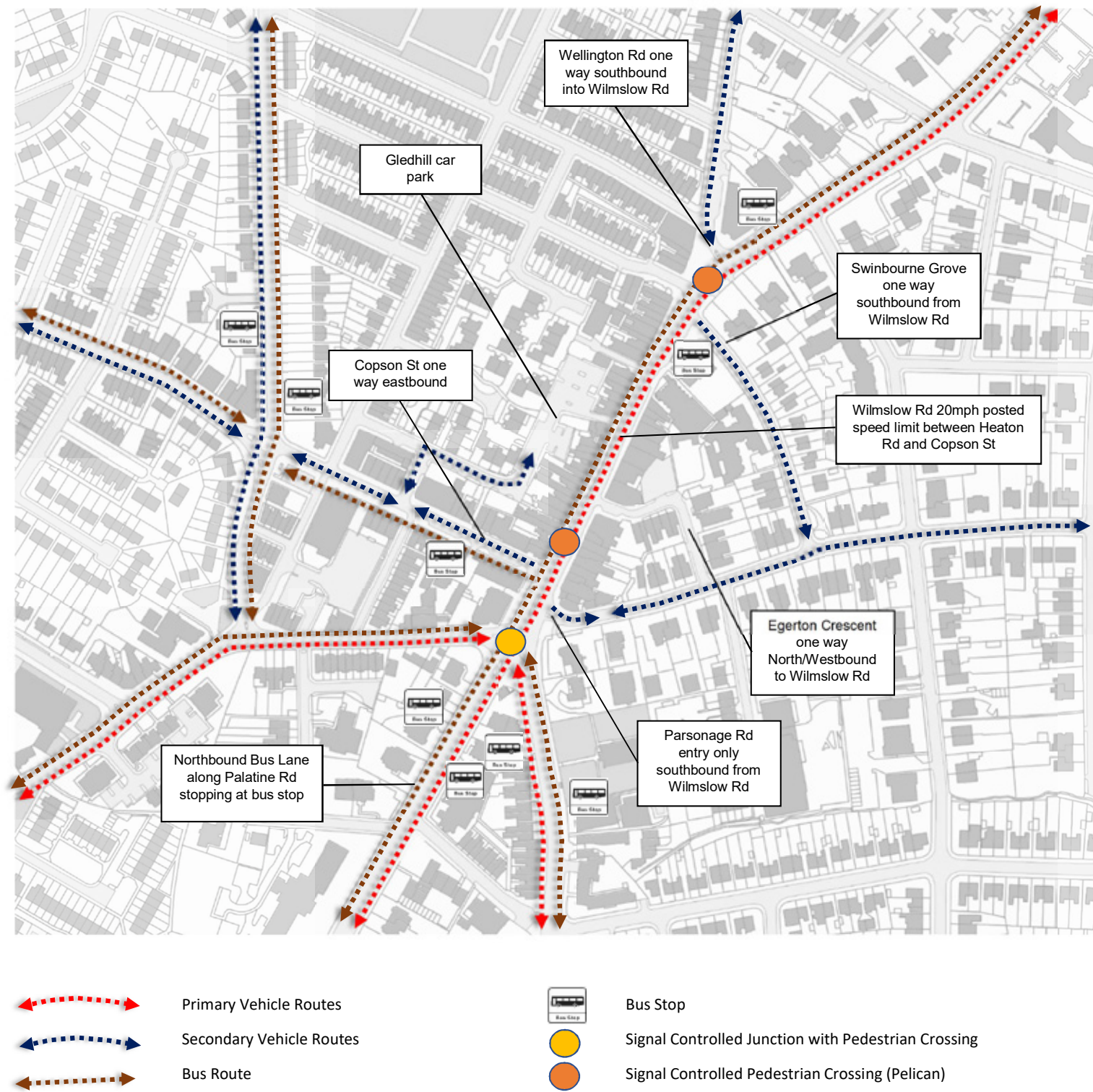


Figure 6: Movement Analysis of Withington Village





## Vital and Viable Withington

On behalf of Manchester City Council, the Institute of Place Management (IPM) produced the 'Vital and Viable Withington' Report in July 2019.

Based on comparative footfall analysis Withington Village is identified by IPM as a convenience/community centre. Such centres have a steady footfall profile throughout the year and are focused on their local community. They are places that offer a convenient mix of goods and services.

The report advised on a number of interventions for the Village, including:

- Improving the appearance of the centre
- Developing connectivity to nearby attractors, such as The Christie
- Major improvements to the public realm
- Encourage people to dwell and linger in the Village
- Improve walking routes into and within Withington

IPM found that Withington to be a well-connected, liveable place that possesses a unique identity and heritage. This is complemented by a distinct evening economy and a range of independent traders. However, the report noted a need for investment in Withington and a number of vacant units in the Village that offer scope to broaden the diversity of the offer and appeal of the district centre to a wider audience.

IPM's recommendations for Withington focus on four main areas, referred to in Withington as the '4Rs' Framework. These include:

### Repositioning

The centre has a discernible evening economy, however there are opportunities to reposition the centre to increase its appeal to a wider local catchment. Temporary events, markets and pop-ups (including the Lock Inn pub which has occupied Withington Baths and the former NatWest bank) have proven effective in widening the appeal of the district centre.

### Reinventing

Withington is a liveable place, with a wide range of services providing everyday necessities and convenience. Although there are many qualities apparent in Withington, issues such as visual appearance need to be addressed. The centre itself lacks sufficient public space which might encourage people to dwell and linger.

### Rebranding

Overall Withington possesses a strong identity, but the district centre currently lacks a single strong attractor. However, there is scope to capitalise on the success of recent temporary interventions, which suggest potential to diversify the centre's offer to appeal to a wider local catchment.

### Restructuring

Withington possesses an existing collaborative network of local stakeholders, with a proven record of achievement, which is working well in terms of building a shared vision or consensus about a future vision for the Village. The general appearance of the centre, lack of quality pedestrian realm and civic space, however, are currently barriers to the development of the centre.

Nexus Planning's research and analysis of Withington Village is consistent with the findings of IPM. Collectively, the analysis has informed the production of the key objectives and principles of the Framework.





# Challenges & Opportunities



## Challenges and Opportunities

The preceding review of Withington identifies a number of challenges and opportunities which are considered in this section and for the basis for developing the Vision and Strategy for the Withington Village Framework.

The analysis of Withington points to a well-used, well regarded centre with a number of evident opportunities for further improvement.

However, a number of challenges exist that should be tackled to address on-going issues and enable the centre to build on previous successes. The following SWOT analysis, incorporating the findings of the IPM work, provides a summary of these opportunities and challenges.

Consolidating the analysis of the physical opportunities, Figure 7 illustrates the type of intervention required in specific locations. This provides the basis for establishing the principles within the Spatial Framework.

## Strengths

- A diverse local population, with an active and engaged community evidenced through a number of successful initiatives;
- The Village's Conservation Area status with the retention of the Victorian urban form and historic setting;
- The centre is relatively compact;
- Recent commercial and residential development,
- Commitment of community members including Withington Village Regeneration Partnership and Civic Society;
- The proximity of Christie Hospital to the immediate south of Withington Village;
- High proportion of self-employed and business owners;
- Activity hours extend beyond the 9-5 with evidence of an evening economy; and,
- The community hub role of the Swimming Baths.

## Opportunities

- Recent pop up events have created a sense of vibrancy which can be built on;
- Reduction in student population provides opportunity to encourage more families and young professionals to live in Withington;
- Repurposing the Village Centre, with an offer focused around attracting enterprising bars and cafés that recapture spend and increase footfall in Withington;
- Maximise the community enthusiasm, participation and investment that exist within the Village;
- Physical interventions, including public realm projects;
- Investment at the former NatWest Bank;
- Encouraging further community and cultural activity, building on strong community engagement;
- De-cluttering and simplifying the public realm to 'reveal' architectural assets; and,
- Identifying land/property as development/investment opportunities.

## Weaknesses

- Congestion on Wilmslow Road and at key junctions reduces Withington's appeal as a place to dwell;
- Gradual increase in vacancy rates and reduction in 'quality' retail occupiers;
- Unsympathetic shop frontages and modern amendments to Victorian buildings;
- Natural wayfinding/navigation is unclear, reducing the usability of the site;
- Inappropriate and overcrowded parking;
- Overall a poor public realm with narrow pavements;
- There is a lack of public space and places to dwell;
- Dominated by traffic movement, pedestrians marginalised;
- The centre lacks any clear anchors to drive footfall into the centre apart from The Christie Hospital; and,
- The centre possesses a relatively narrow range of basic retailers and services for the local catchment, providing basic groceries, food/ beverages, household items, and healthcare services.

## Threats

- Challenging economic climate and likely continued contraction;
- Ongoing and emerging situation linked to Covid-19;
- Popularity of neighbouring district centres, each of which have a unique and discernible offer;
- An increase in the number of takeaways with the associated environmental and community issues;
- Ongoing fall in the Village's student population, and the need to maintain an increase patronage and spend on the centre;
- The challenging environment for High Street businesses and high turnover of commercial units; and,
- In parts an unattractive environment and street scene, with poor management and maintenance contributing to a negative perception and poor user/visitor experience.



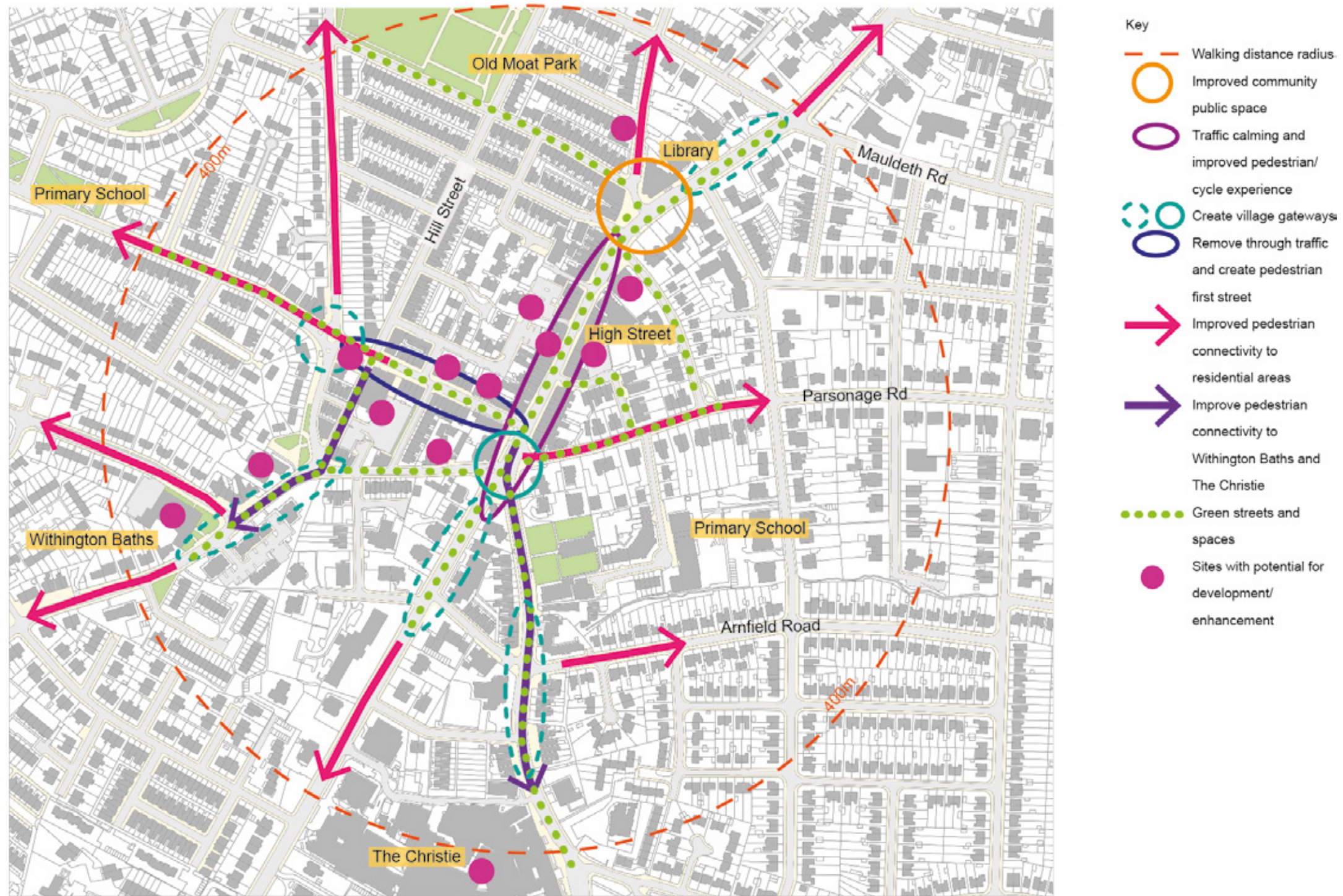


Figure 7: Opportunities Plan of Withington Village









# Vision 2030

**“In 2030, Withington Village will be a liveable, loveable place that meets all the needs of a diverse local community.**

**Withington’s popular cultural heritage and conservation area status will be celebrated and promoted through place branding, physical investment and community collaboration.**

**Withington Village will play a key role as a sustainable district centre – a cultural community centre that is an attractive place to live, work and visit. The centre will be a viable retail and leisure location with a good range of shops, community services, activities and an attractive evening economy. Linkages with The Christie will be strengthened as will partnerships with other stakeholders. The Village will become an increasingly popular location for families and young professionals, whilst continuing to thrive as a centre for the whole community.**

**New spaces will be created, with an improved street environment, an age-friendly strategy, and safe and easy movement for pedestrians and cyclists. Investment will focus on supporting climate change, health and well-being and the digital economy.”**

## Themes

Withington Village is proud to be the home of a strong, diverse yet established community, unique independent traders, The Christie, and a culture and heritage that is to be celebrated.

In Withington, the cross-cutting themes that are a thread throughout the Framework and its Objectives:

- A Cultural Community Centre – heritage, place, space, identity, celebration
- Environmentally Friendly – climate change, access, public transport, flood risk, reducing carbon emissions, air quality
- Health and Well-Being – ‘moving the nation’, health care, age-friendly, community support
- Digital Economy – digital infrastructure, flexible co-work spaces, education, skills and learning

These cross-cutting themes are aligned with the aspirations of existing policy.

## Regeneration Aims

A series of aims are established to deliver the Vision. These are borne from the Institute of Place Management’s (IPM) research report ‘Vital and Viable Withington’ (July 2019) and recommendations in their ‘4Rs’ framework, which include:

1. Repositioning
2. Reinventing
3. Rebranding
4. Restructuring

The Withington aims comprise the following:

### Repositioning

- Support an attractive evening economy and extended activity hours which does not adversely impact on residential amenity
- Continue to support the young and student population whilst increasing the appeal to families and professionals

- Widen the appeal of the district centre by improving the offer (quality and diversity) and by delivering temporary events, markets and pop-ups where appropriate develop Withington Village as a local centre for cultural activities
- Work with The Christie Hospital to attract visitors and staff at the Hospital into the Village through footfall generation
- Enhance the quality of the Conservation Area
- Establish Withington as a location with quality digital infrastructure
- Establish Withington as an environmentally-friendly community

### Reinventing

- Maintain and improve Withington as a liveable place with a wide ranging local offer and services for all ages
- Strengthen the independent offer along Copson Street and Wilmslow Road
- Significantly improve the visual appearance of the centre
- Create destination places and spaces for people to meet and dwell

### Rebranding

- Promote Withington’s strong identity and qualities as a loveable district centre
- Deliver projects that will transform the perception of place, focusing on key projects that will deliver the greatest impact
- Engage local stakeholders to collectively develop and deliver an attractive brand proposition for the centre through innovative physical and technological mediums
- Create an identity for Copson Street and Wilmslow Road that appeals to different people
- Celebrate Withington’s distinct identity

### Restructuring

- Nurture and develop existing local networks and partnerships
- Deliver a programme of physical regeneration consistent with the Framework
- Provide new public spaces, enhanced street environments and gateways
- Improve the accessibility of the centre by providing environmentally-friendly transport options and prioritising walking, cycling and buses

- Implement an age-friendly strategy, including the Old Moat action plan
- Positively address climate change and a greener, healthier community through physical change and partnership working
- Implement a programme of historic building restoration and shopfront improvements
- Deliver new and/or improved homes in the Village to support the needs of a changing community
- Support the reuse and enhancement of existing buildings for uses consistent with the Framework
- Support new build development that is consistent with existing Core Strategy and UDP policies and helps deliver the objectives in this Framework.



## Spatial Objectives

The following outlines how the design and environmental objectives could be achieved:

- Create a new public space at Rutherford Place.
- Upgrade and give priority to pedestrians on Copson Street.
- Enhance the public realm on Wilmslow Road, prioritise public transport, pedestrians and cyclists, reduce congestion and improve air quality.
- Reinvent Gledhill Car Park for parking and community activity into a safe and attractive space with potential for comprehensive re-development.
- Create new village centre gateways to the north and south of Wilmslow Road.
- Deliver a series of gateway, streetscape and environmental enhancements at key spaces around the centre.
- Make walking and cycling the viable choice for local people wanting to access the Village centre and surrounding neighbourhoods.
- Enhance linkages and footfall to/from the centre with The Christie, Withington Baths, Old Moat estate and wider neighbourhood.
- Deliver Age-Friendly improvements along the main connecting routes from surrounding residential neighbourhoods.
- Deliver a programme of investment in the restoration of the Conservation Area.
- Renew or enhance shopfronts along Wilmslow Road and Copson Street.
- Illustrate Withington's identity through improvements in the built environment including street art.
- Support appropriate residential living in the Village centre, where appropriate (but not at the expense of business vitality and viability). This could include redevelopment.









# Key Spatial Principles





- Key**
- 400m walking distance radius
  - Primary gateways ('high street' bookends)
  - Secondary gateways (arrival into the village)
  - 'High street'
  - ① Wilmslow Rd
  - ② Copson St
  - Heritage intervention area
  - Streetscape and contemporary intervention area
  - Gateway improvements
  - Key access routes into the centre (Bee Network, Age Friendly)
  - 'High street' anchors
  - Targeted areas of short term investment (refer to appendix for other priority investment projects)
  - Destinations and targeted areas of investment (footfall generators)
  - District Centre (existing boundary)
  - Development/enhancement sites
  - Conservation area

Figure 8: Withington Spatial Framework

The following provides an overview of how potential physical investment and activity could be focused in Withington Village centre. Further detail on specific projects are provided in Appendix 1.

This section comprises:

- An overview of themes, key principles and character areas
- Development opportunities and enhancement areas
- Strategies for Movement, Public Realm, Heritage and Streetscape

The Framework includes the defined commercial centre, the Withington Conservation Area and the gateways and routes into the core, along Burton and Wilmslow Road, that house important services that form part of its offer. This is illustrated in Figure 8.

## Spatial Principles

The Framework sets out the guiding principles for those looking to invest in Withington. Withington's identity is its strongest asset in terms of harnessing energy to create a thriving centre. Heritage, art, music and design of differing forms should contribute to place-making and improving people's perceptions by creating a more attractive place to visit, whether that be through heritage restoration or new, contemporary interpretations of Withington's identity and place-branding.

### The Village Centre

Within the Village centre (the retail core) the character primarily comprises:

- Wilmslow Road – anchored by the Library and Sainsbury's
- Copson Street – anchored by Sainsbury's and Co-op

### Wilmslow Road

Wilmslow Road is the historic heart of the Village. A key aim is to restore the quality of the Conservation Area. A key focus is the enhancement of Rutherford Place. Such improvements could include public realm enhancements and clearer gateway signage.

In terms of identity, whilst this area is the historic core, Wilmslow Road is the area where some more modern independents have established over recent years. It is the 'trendy', youthful hub and this character should be reflected in part in the modernisation of the

area. There may be an opportunity to include an increase in higher quality food and drink establishments, and uses/activities that attract families.

An objective of the Framework is to establish an environment in which new uses can thrive; there is limited opportunity for redevelopment and in the main improvement would be through reuse, renovation or extension.

Sections, or building blocks, along Wilmslow Road have been identified to benefit from historic restoration. BB Heritage's Analysis and Strategy outlines which buildings and blocks are potentially suitable for historic shopfront improvements and enhancement of upper facades.

In addition, units along Wilmslow Road (for example 458-462 and 455-469) present an opportunity for contemporary design. This should be of high quality design and is of appropriate height and density informed by this part of the Village and the Conservation Area consistent with policies set out in the Core Strategy and saved policies from the UDP.

Development along and near Wilmslow Road should support the aims and objectives of the framework, including contributing to the delivery of key projects.

### Copson Street

Copson Street is where more modern, late 20th century development is located. There is scope to improve the streetscene through redevelopment and/or intensification of blocks and enhancement of existing building facades and shopfronts consistent with policies set out in the Core Strategy and saved policies from the UDP.

In terms of future uses, Copson Street should continue to serve the local population, particularly those of Old Moat. The quality of the environment should be improved to address access issues, safety and general attractiveness, including Age Friendly initiatives. It should be a space where the community can gather. This means addressing vehicle access. Once public realm enhancements are delivered, it is a potential location for a regular market.

Development along and near Copson Street should support the aims and objectives of the framework and contribute to improvements to the public realm and delivery of the Age Friendly strategy.

Further details can be found in the list of potential projects at Appendix 1.

## Development and Enhancement Opportunities

To achieve the design objectives scale, height and massing of new development should reflect the character of their area consistent with policies set out in the Core Strategy and saved policies from the UDP.

As a district centre, Withington Village is identified as an appropriate location for residential development of appropriate density. Significant development opportunities with the Village are limited, as shown at Figure 13. An increase in residential living around the centre would increase the level of available expenditure to support local businesses. However, new development should not be to the detriment of the sustainability of district centre's commercial operations.

### Restoration of the Conservation Area

Investment in buildings, shop fronts and areas of public realm have been identified with heritage merit that would benefit from enhancement.

Please refer to the Heritage Intervention Area on the Spatial Framework and the Heritage Streetscape Strategy for further detail.

### Reuse

The greatest opportunity in the Village is for existing buildings to be repurposed for new uses or a higher quality offer. Proposed uses should complement and support the vitality of those character areas.

### Extensions

There is potential scope within the centre for an appropriate level of intensification. These are likely to entail upper floor extensions or extensions to the rear (which in certain locations could be larger than the frontage, depending on the context). Sites identified on Copson Street could deliver appropriate schemes. On Wilmslow Road, there are limited opportunities for upper floor extensions on the street frontages. Opportunities may exist to the rear of properties.

### Reconfiguration

Where buildings are not fit for purpose and would benefit from internal renovation or the occupation of more than one ground floor unit, there may be opportunities for proposals that would assist in delivering the Vision and are undertaken in a sympathetic manner in keeping with the Heritage and Streetscene Strategy. In such cases, shop frontages on Wilmslow Road should not lose the rhythm of

the building façade. In addition, there may be opportunities for extensions or reconfigurations that support uses that do not need a ground floor public shop frontage but would contribute to increasing footfall and activity, including residential, flexible/co-work spaces or community uses. However, there should not be a significant cumulative loss of active frontages along the high streets. Inactive frontages for high footfall uses should be minimal (which could contribute to the detriment of street activity).

### **Redevelopment**

There are potential sites within the Village centre that could offer redevelopment opportunities. These have been identified as indicative only. Any development would need to be of an appropriate height and density and demonstrate how it would contribute to the area both in terms of use and townscape consistent with policies set out in the Core Strategy and saved policies from the UDP. The opportunities on Wilmslow Road are limited. Where they do exist, they are infill plots. On Copson Street, a single storey block is identified which could benefit from comprehensive redevelopment. Use, scale, height and design parameters would apply that are consistent with the existing character, certainly on street frontages.

### **New build**

There are a limited number of sites in the Village centre suitable for new build development. Gledhill Street Car Park is currently an uninviting space backed onto by properties on Wilmslow Road and the Strathblane Close and Easthope Close Housing Estate. It is heavily used for long stay as well as short stay parking. The space has an opportunity to be reconfigured so that it becomes a valuable public space within the Village. Opportunities to include the Strathblane Close and Easthope Close housing estate should be explored as a part of a wider design. Pedestrian linkages to this space could be enhanced, including improving the state of the ginnels along Wilmslow Road.

## **Development Activity**

Notable development projects are likely to come forward. These include:

- Withington Baths
- Former NatWest Bank

### **Withington Baths**

Withington Baths & Leisure Centre is run by Love Withington Baths, a local charitable organisation. The organisation consists of local community members who saved the Baths from closure in 2014 and since has successfully operated the Baths as a multi-purpose community asset for the benefit of all members of the community. Withington Baths is being supported by the National Heritage Fund to restore architectural features and repair the envelope of the building. It has ambitious plans to further develop the site with an additional multi-function arts and cultural space with potentially an associated residential offer.

### **Former NatWest Bank**

The former NatWest Bank is a listed building. The building is currently vacant but has been successfully used for a range of pop up cultural activities and community events. Planning permission has been approved for a four storey residential block to the rear of the site, with a change of use to the former NatWest Bank. Importantly the scheme offers the opportunity to attract a high quality food outlet to the Village.







## Movement Strategy

### Access and Connectivity

The Movement Strategy specifically focuses on improving the accessibility of the Village centre for the local population, of all ages and needs and is shown in Figure 9. It acknowledges that there is a high proportion of older residents and residents with health care needs living in the area, particularly around Old Moat to the west of the centre. The Movement Strategy therefore focuses on improving key routes that provide main connections between the surrounding residential areas and encourage more trips to be made on foot or by cycle, thus reducing those that were made previously by private car, promoting an increased participation in physical activity and reducing Withington's carbon footprint.

Priority projects that will help to address this include:

- Bee Network enhancements
- Age-Friendly Strategy, including the Old Moat Action Plan
- Village Gateway improvements

A series of recommendations that will assist in delivering the Movement Strategy includes crossing improvements, decluttering, lighting improvements and a Wayfinding Strategy linked to the Public Realm Strategy.

Access and servicing of existing and future businesses will be required. This will need to be considered in more detail as part of any scheme, including improving access to the rears of Wilmslow Road and along Copson Street.

Establishing Withington as a location with quality digital infrastructure is a key aim. Improving digital connectivity will be beneficial to existing and future businesses and will support a rise in flexible, co-worker space. In turn, this will enable Withington in becoming a 'smarter' district centre, a place where young professionals and families can thrive, inspire the next generation to upskill and succeed, as well as support the older generation to stay an active part of our communities.

### Village Gateways

A number of village gateways are identified for improvement. These will enhance access and connectivity with the surrounding neighbourhood and for people travelling to the centre. The townscape analysis has identified that schemes are required for the following gateways.

- Wilmslow/Palatine/Burton/Parsonage Road Junction
- Burton Road (Withington Baths)
- Old Moat/Yew Tree Lane/Copson Street
- Mauldeth Road/Wilmslow Road

By doing so, Withington Village will be able to better rebrand and reinvent itself.

Improving connectivity between the Village centre and The Christie is an aim of the Framework, and is identified in The Christie SRF (2019) report.

### Walking and Cycling

Walking and cycling (and the principles of 'get Greater Manchester moving') are critical to the movement strategy and to creating a healthier community.

Key interventions required (as part of delivering key projects) include:

- Implementing physical changes to the character of streets to discourage through traffic, including measures on Wilmslow Road and Copson Street;
- Reassigning space taken up by the carriageway to pedestrians and cyclists (and public realm), including loading bays;
- Introducing traffic management;
- Improving crossings along Wilmslow Road and including the junction and route to The Christie, Parsonage Road and Old Moat Lane;
- Exploring the potential to reconfigure junctions along Wilmslow Road (at Wellington Road, Parsonage Road, Egerton Crescent, Swinbourne Crescent, and Davenport Avenue) as part of the Bee Network.

### Car Parking Management

Gledhill Street and Egerton Crescent car parks become full during daytime and are used for long stay parking. Management of the current on and off street supply is required for use by residents and visitors/shoppers to the Village centre. This is a core transport issue. Redressing the imbalance in usage is therefore a priority, as well as improving signage, wayfinding and quality of the public realm.

An extension of The Christie parking zone scheme is being proposed which will limit the length of parking allowed in Gledhill Street and Egerton Crescent Car Parks. This would change movement patterns and behaviour. As well as people accessing the Christie, it is likely that there are also other long stay car park users, such as employees of local businesses and residents of the Village centre. Improvements to more sustainable modes of transport will assist in addressing car parking need.

To future proof the centre and to respond to the Council's climate change agenda, charging points should be encouraged. This would need to take account of TfGM's Greater Manchester Transport Strategy 2040.

Improving cycle parking, pedestrian facilities and age-friendly provision should also be integral to any external works to the public realm or development environment.

### Relationship with the Public Realm

A key environmental objective is improving movement through the area in conjunction with the aims for Public Realm, Heritage and Streetscape. These are clearly interrelated issues and there are opportunities to address these matters.

There is the potential for highways interventions for public realm improvements in Withington, particularly along Wilmslow Road, Copson Street, and the Wilmslow/Palatine/Burton/Parsonage Junction. Each indicative project has outlined high, medium and low levels of intervention that can be undertaken as phased projects as funding becomes available and delivery partners are identified.

## Highways Intervention Areas

The following indicative interventions have been identified and demonstrate how design and environmental objectives could be achieved: this would all require more in depth analysis.

### Wilmslow/Palatine/Burton Road junction

- Reconfiguration of the junction, through changes to signal timings and/or the junction layout to rebalance towards ease of pedestrian movement.



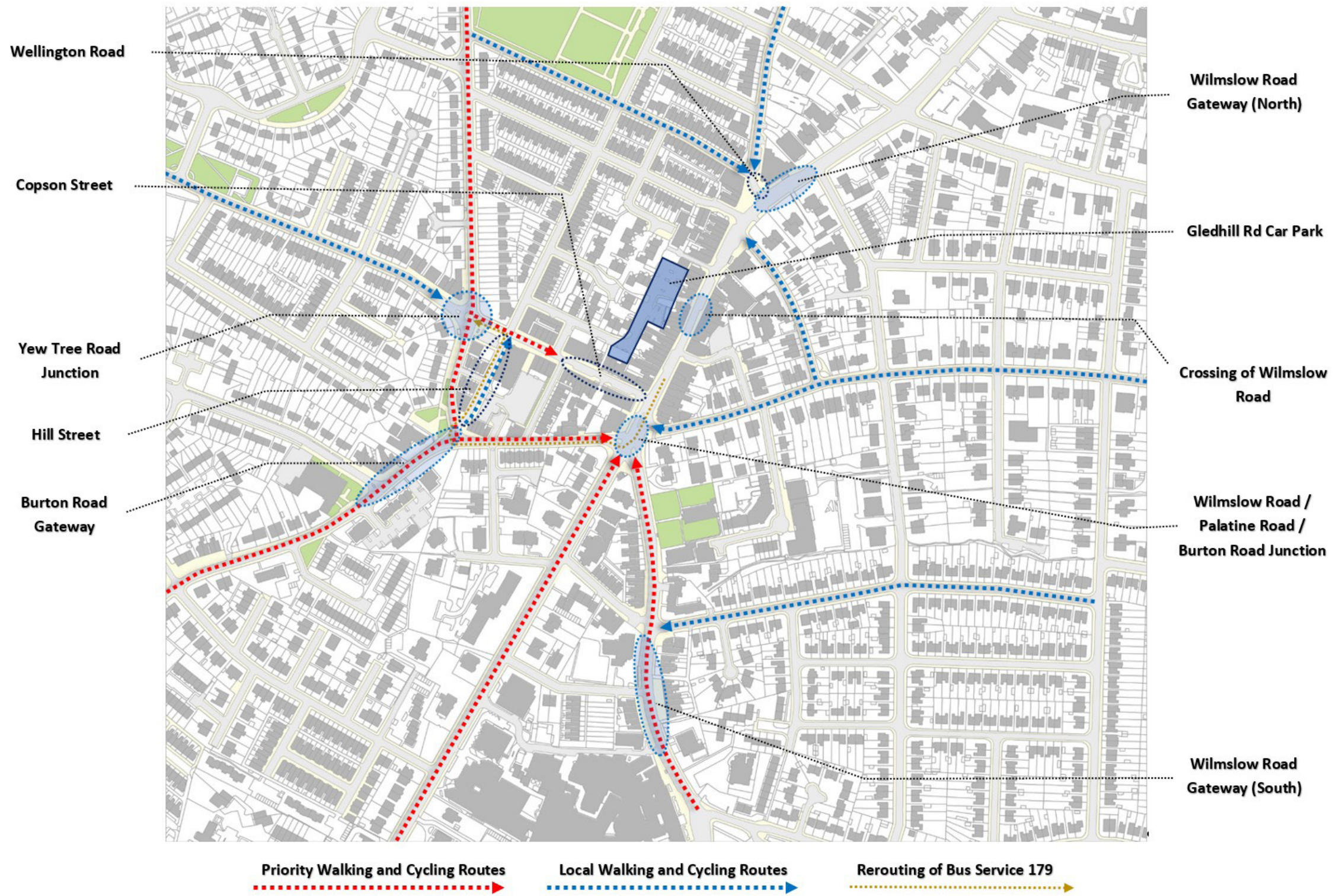


Figure 9: Withington Movement Plan

### **Copson Street/Re-routing of bus service 179**

- Closure of Copson Street to through traffic between Wilmslow Road and Patten Street on a permanent or occasional basis to create a pedestrian focused area.

### **Hill Street**

- On-street parking removal, footway widening, and closed to southbound traffic

### **Old Moat Lane/Yew Tree Road roundabout and village gateway**

- Improvements for pedestrians and cyclists at this junction to remove an identified barrier to movement.

### **Wilmslow Road/Burton Road gateways**

- Introduction of measures including raised table junctions, low kerbs, carriageway narrowing and landscaping and signage to provide a recognisable entrance to the Village.

## **Public Realm**

The public realm objective is focused around three themes and illustrated in Figure 10. These are:

- Distinctive identity
- Heritage revealed
- Attractive and active

### **Distinctive Identity**

The public realm strategy encourages positive expressions of character. This could be delivered in imaginative ways, and could reflect the artistic nature of the local population. For example, gateways need not be about traditional signage, but could be an opportunity for an expression of identity.

Colour, lighting, materials and public art should be considered as features of the public realm. Greenery should be considered in appropriate locations and respond to the wider Green and Blue Infrastructure Plans ambitions.

Historic restoration is considered later in this section. Interventions could be temporary (for example, as part of a short-term event or activity) or permanent. Modern interventions should be complementary and sympathetic to the setting of the Conservation Area but not stifle creativity.

Historic and modern interventions have been indicatively identified. The objective should be to create focal points, attractive destinations, and place-brand.

In addition, renewal of the public realm (and streetscape) should consider what elements could provide dual functions. For example, cycle parking or bus stops could be a public art feature. Lighting displays could use existing settings (buildings, spaces or streets) to support rebranding. In this vein, attempts should be made to maximise impact using limited additions (and therefore assist with decluttering streets or spaces). Bespoke art work will contribute to expressing Withington's identity, for example wall art (pictures or installations) or shop windows displays.

The Framework seeks an enhancement of Wilmslow Road and Copson Street.

The enhancement of Rutherford Place is also key public realm objective. It is a key gateway to the Village.

### **Heritage Revealed**

A key aim is to restore the quality and setting of the Conservation Area. The public realm strategy has been developed to complement the heritage and streetscape strategy.

### **Attractive and Active**

The Public Realm strategy specifically draws together many of the aims and objectives of the Framework into a possible physical form to demonstrate how these can be achieved. Public realm overlaps with proposed improvements to movement, heritage and streetscape. In Withington Village, it is the transformation of the public realm that will act as a catalyst and provide the platform from which other environmental, social and economic benefits can be delivered.

In this regard, the public realm should not be viewed as new spaces alone. It includes the streets and connections between people, businesses and potential development/investment sites. It represents a place-led approach for Withington, with healthy streets, a connected core, and active and vibrant spaces. This approach supports the integration of movement and infrastructure into any scheme. Moving away from highways domination, it puts people at the heart of Withington Village centre's revitalisation, and is to support a more liveable, loveable Withington. In order to do so will

require a rebalance of traffic movement to prioritise the experience of pedestrians, cyclists and the local businesses that will attract the footfall and encourage people to dwell.

### **Public Realm Components**

Specific components that would be required as part of any scheme should include:

- Decluttering
- Wayfinding
- Connectivity
- Materials
- Lighting
- Green infrastructure
- Public art

### **Priority Projects**

Key public spaces identified as priority projects are:

- Rutherford Place (library)
- Copson Street
- Gledhill Street Car Park
- Village Gateways

These areas are identified in Figure 10.





Figure 10: Withington Public Realm Plan



## Heritage and Streetscape Strategy

The key heritage and streetscape priorities are illustrated at Figure 11. These include:

- Withington Conservation Area enhancement
- Withington's Contemporary Culture
- Shopfront Guidance

Some of which has been touched on in other sections of this report.

### Withington Conservation Area Enhancement

Enhancements to the Conservation Area are to be driven by the heritage action projects including restoration of historic shopfronts and enhancement of upper building facades.

Buildings in the Village retain historic shopfront elements, with extant features behind (sometimes unattractive) modern shop fascias. Opportunities for more appropriate signage and shopfronts, masonry repairs and reinstatement of metalwork should be explored.

Enhancement of the Conservation Area setting (in conjunction with the public realm and movement strategies) could be delivered through the following projects:

- Rutherford Place
- Wilmslow Road corridor
- Wilmslow/Palatine/Burton/Parsonage Road Junction
- Village Gateways (primarily the Wilmslow Road link to the Christie)

### Withington's Contemporary Culture

In addition to being a Conservation Area, where buildings maintain a historic importance for the community, Withington is also a people's place. Another element of Withington's identity is the character of its diverse community – the people who have lived and loved Withington, who are creative and artistic, joyful and forward-looking. Withington's community spans all ages, but the youthfulness of the 'Manchester' influence is a subtle yet apparent factor. It is evident in those businesses and community members that are living and working in the Village. It is engrained in their persona and explicit on their buildings and shopfronts, albeit the appearance of the physical environment does not do the community justice. It is perhaps more strongly visible on social media. The objective is to complement this online activity and translate this expression into the physical environment, and by doing so widen the appeal. This will

help to support repositioning and rebranding Withington over the next ten or more years.

Local initiatives that groups such as the Withington Village Regeneration Partnership and We Are Withington have implemented and are further promoting include:

- Street art – wall murals and shutter art
- Cultural 'Hub' – the potential for cultural organisations in Manchester to establish in the district centre
- Pop-up events in underused/vacant buildings, such as the Former Working Men's Club

### Heritage and Community Funding Bids

The local community is working in partnership, opening opportunities to capitalise on a village-wide vision that extends beyond the bricks and mortar of one business or building, to provide a shared, loveable offer for all the community.

This means that there is opportunity to continue to work together on a comprehensive identity strategy – a place-making brand for the Village – that encompasses design influence for buildings and public realm; facades and shopfronts; a place-led vision that will improve the qualitative offer, type and number of independents; PR, place-led marketing and social media. This will be the basis for achieving the repositioning aims of this Framework.

### Shopfront Guidance

Withington's distinct identity has been touched on in the Public Realm Strategy section. Expression of identity can take numerous forms. In this instance, it should include the design approach to buildings and shopfronts of the areas identified in this Framework.

Consideration is being given to the possibility of guidance for new shop fronts which could address:

- Copson Street (service centre and pedestrian realm)
- Wilmslow Road (contemporary design)

Reflective of Withington's modern identity, contemporary shopfronts can contribute to the character of the Conservation Area. Façade treatment including potential for street art should be located in areas that would create impact, including on landmark buildings/spaces and on key views and vistas.

BB Heritage Studio has prepared outline Heritage Shopfront illustrations for sections of Wilmslow Road. This is informal guidance and not planning policy. Owners and public and private sector bodies could use this as the basis for funding applications and the implementation of heritage restoration works.

Street art is already a feature of Withington. It contributes to the village identity. Further opportunities should be sought. The Framework strongly supports Withington's desire to express identity in this form. Innovative pieces can be commissioned and can extend beyond wall murals or 'traditional' interpretations of history or place-identity. Additions should be implemented in accordance with a comprehensive approach and should be of quality. This means that detailed design projects (as recommended in this Framework) should consider street art within a wider public realm, streetscape and movement plan, to be delivered in a cohesive and comprehensive manner. The impact of the artwork on the Conservation Area, including designated and non-designated heritage assets should be considered.

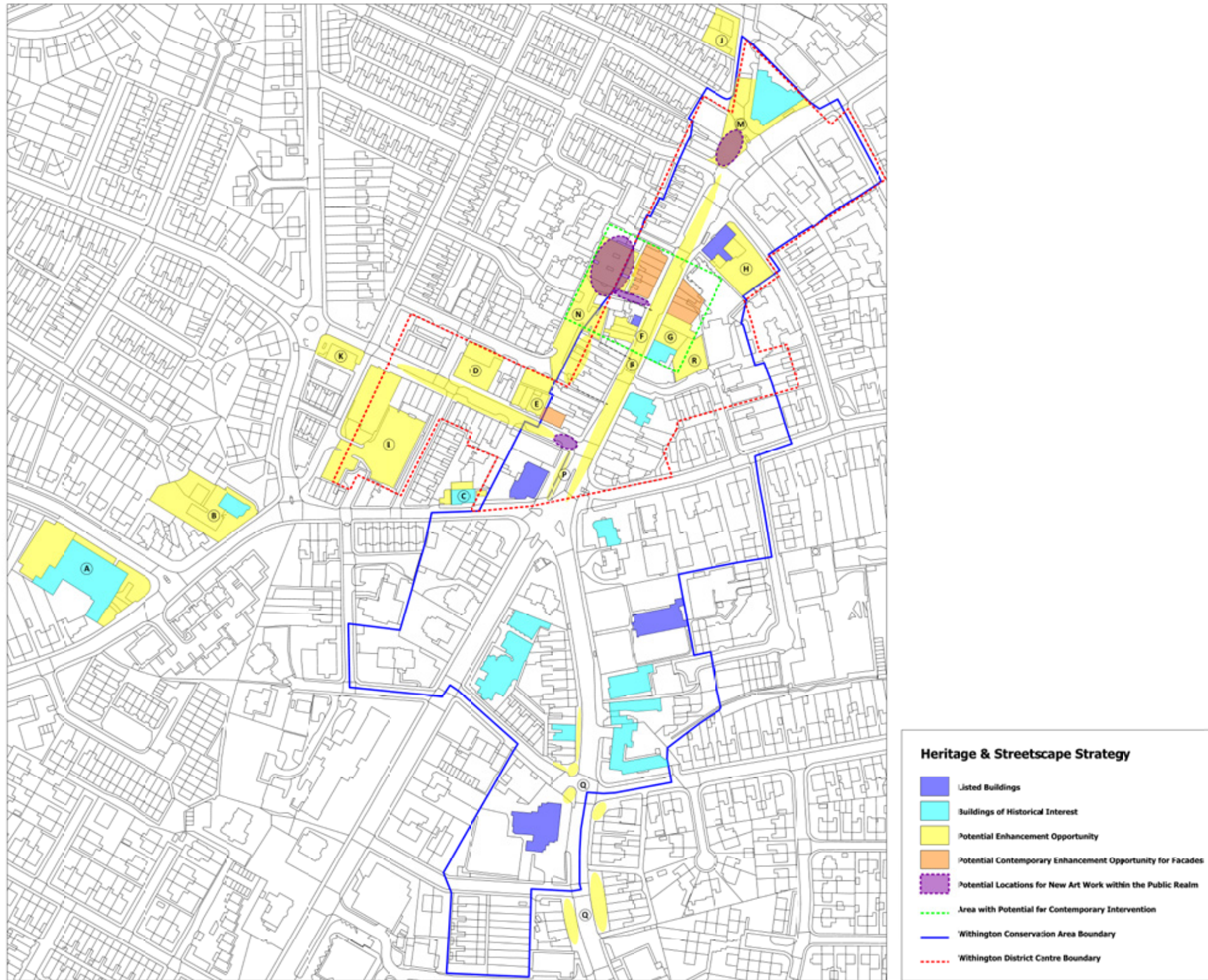


Figure 11: Heritage Strategy



# Projects



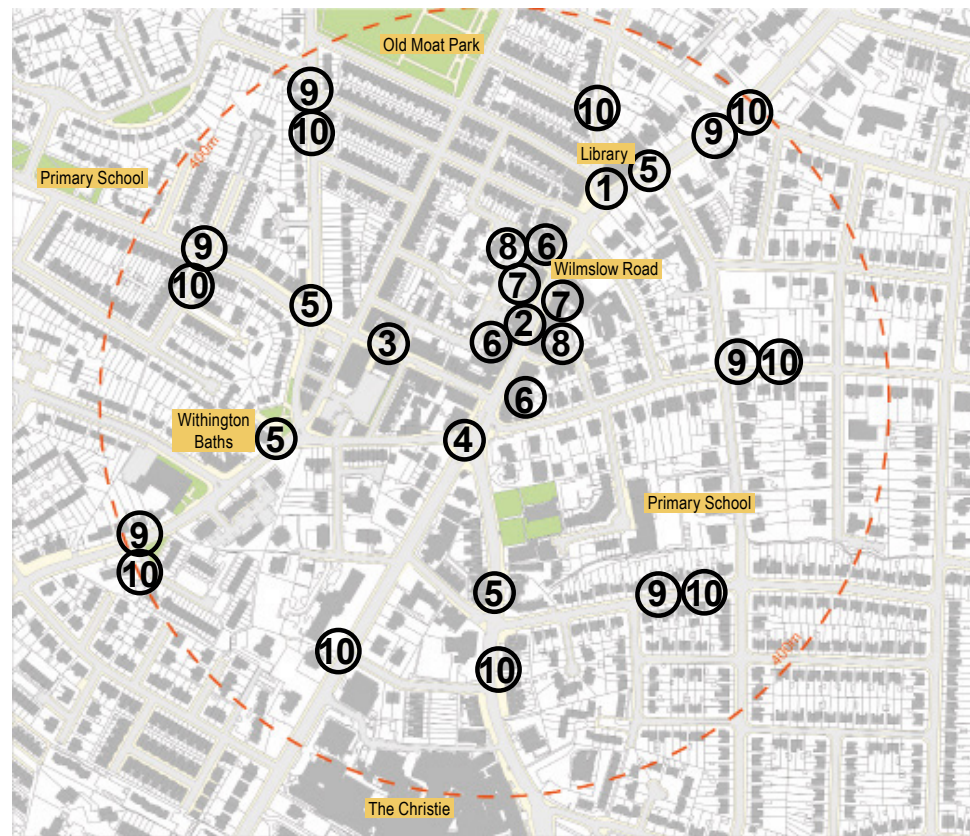
This section identifies indicative projects that could support the delivery of key objectives. This is for illustrative purposes only.

## Development Opportunities Projects

Figure 13 illustrates a range of development of enhancement sites that have been considered during the production of this Framework.



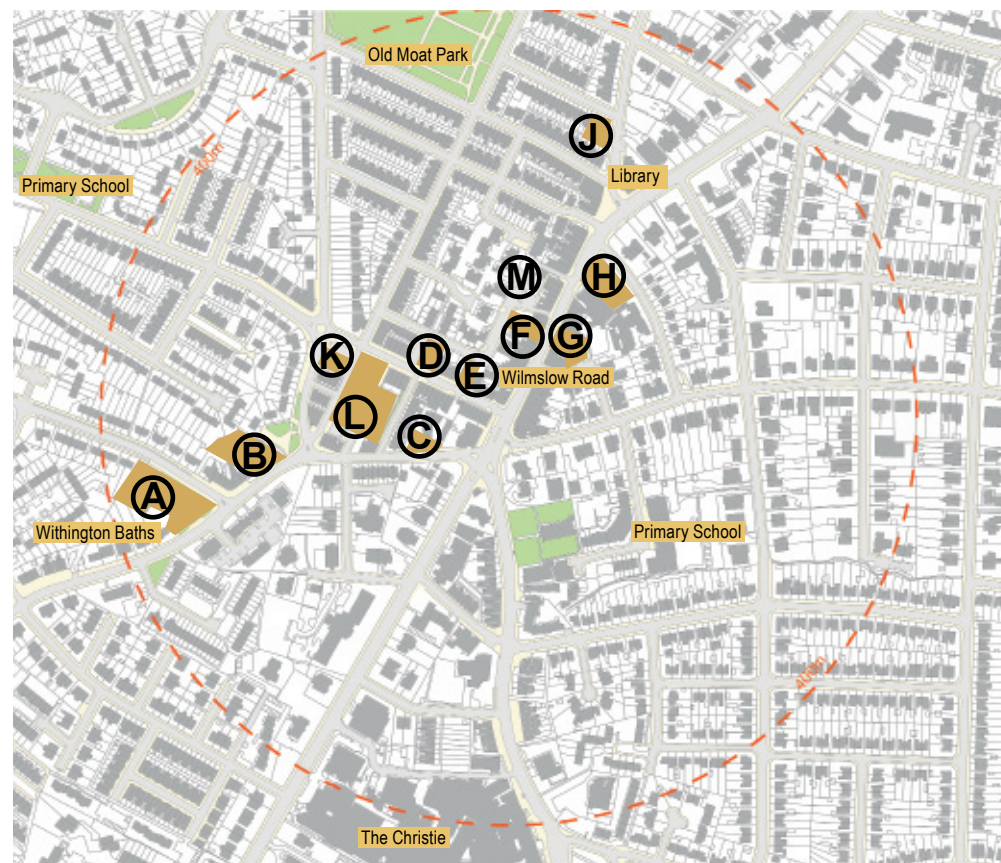




Key

- 1. Rutherford Place (library)
- 2. Wilmslow Road Corridor
- 3. Copson Street Pedestrianisation
- 4. Wilmslow Road / Palatine Road / Parsonage Road Junction
- 5. Village Gateways
- 6. Heritage Projects
  - a. Restoration of Historic Shopfronts
  - b. Enhancement of Building Facades
- 7. Contemporary Streetscene Projects
  - a. Contemporary building/facade design
  - b. Street art
- 8. Gledhill and Egerton Crescent Car Parks
- 9. Walking and Cycling Routes / Bee Network
- 10. Age Friendly Strategy
- 11. Withington Cultural 'hub' (not shown on Figure)
- 12. Development or Enhancement Opportunity Sites (see Figure 13)

Figure 12: List of projects



Key

- A. Withington Baths
- B. Withington Adult Learning Centre
- C. Former Working Men's Club
- D. 18-22 Copson Street
- E. 4-6 Copson Street
- F. 458-462 Wilmslow Road
- G. 455-459 Wilmslow Road
- H. Former Nat West Bank site
- J. Withington Garage site
- K. Hill Street Car Park
- L. Coop Car Park
- M. Gledhill Street Car Park

Figure 13: Withington Opportunity Sites



# Recommendations & Next Steps



This section of the Framework provides an overview of the approach to realising the Vision and objectives for Withington. The Framework identifies key design and environmental objectives to help shape and deliver projects and developments. Moving forward, there will need to have a constant focus on delivering the aims and objectives of the Framework.

The Framework is about physical development activity. However, it identifies cross-cutting themes that need to be coordinated with the implementation of wider policies and strategies and neighbourhood initiatives to ensure that education, skills, learning, health, business support, climate change, economic growth and other initiatives are improved in tandem.

## Early Intervention

The Vision will not be realised overnight. The Objectives will be delivered over at least the next ten years. Early actions will however be key to delivering early wins and to build momentum towards the delivery of longer-term projects.

These early actions will be critical. There is clearly potential, not least in the energy, commitment and vested interest of the local community, to deliver the Vision. Recent activity by individuals and local groups such as the Withington Village Regeneration Partnership is testament to the ability of the Withington community to work together to achieve further successes – with an agreed Vision in place, partner support and a viable delivery plan.

The approach to delivery is therefore focussed on:

- Maintaining and building momentum;
- Working closely with key stakeholders, partners and the community;
- Delivering short-term projects and enabling investment (or ‘meanwhile’ interventions) to underpin the virtuous cycle of growing interest and confidence in the Village;
- Supporting the Framework and the Vision to deliver a higher quality offer and standard of design and development

Moreover, given the response to the Covid-19 pandemic the necessity of the actions identified above has been heightened. Many of the recommended projects set out in the proceeding sections support and reflect the initial phases of the response to the pandemic, with improvements to accessibility, walking and cycling among the primary interventions.

Investors are remaining interested in the Village and the Withington Village Regeneration Partnership will continue to meet to drive change and realise the opportunities for the Village. With strong and effective local collaborative networks in place, Withington can begin rebuilding momentum that had existed before lockdown and augment its vision in the light of the broader impact of Covid-19.

Ensuring that this Framework is delivered will help to underpin the response to the pandemic for Withington Village.

## Local Partnership

The Withington Village Regeneration Partnership (WVRP) is well represented by a number of partner organisations, local groups and stakeholders. With an appropriate constitution, the WVRP is well positioned to lead on the delivery of elements of the Vision, and is already positively impacting on the vitality and viability of the Village centre.

WVRP should continue to make funding applications that will assist in delivering projects, including applications for funding for short-term interventions, albeit as part of a comprehensive plan to deliver longer-term projects.

## Withington Village Framework

The Withington Village Framework is a live document that will need to be updated on a regular basis to reflect ongoing work and delivery achievements. The Framework includes spatial actions to support the delivery of the Framework's Vision and Objectives.

A series of recommendations are set out in this report that will help to facilitate the delivery of the Framework and wider Manchester agenda.

## Conclusion

The Framework has been prepared in consultation with a number of local stakeholders and partner organisations. It establishes the Vision for Withington to 2030 and supports the policy framework to seek improvements in the Village centre and immediate surroundings.

Fundamentally, the Vision is about improving the village centre in a way that engenders community pride and celebrates Withington's identity. A series of aims and objectives underpin the Vision and the Framework providing a physical basis for guiding, promoting and implementing investment in the centre. This is focused around movement, access,

public realm, streetscape and heritage, with overarching regeneration aims to reposition, reinvent, rebrand and restructure.









# Appendix 1: Key Projects & Precedent Images



Priority - High

Description - Create a new public space in Withington Village

Purpose - To create a useable public space, a clear gateway to Withington Village and improve the setting of Withington Library.

Baseline - Rutherford Place contains a range of street furniture including benches, bins, bollards, cycle hoops, guard rails, traffic lights and signs, and raised planters, which obstruct pedestrian desire lines and views of the square and the historic library building. They often contribute to a cluttered appearance of the public realm.

Project Outline - The following measures are to be considered for the square:

A new community hub fronting the library building,

An enhanced setting for the heritage assets surrounding the square,

A space to stop and stay with opportunities for spill-out for businesses,

Closing of Wellington Road enables a seamless public square and pedestrian movement, and

Opportunities for public art.

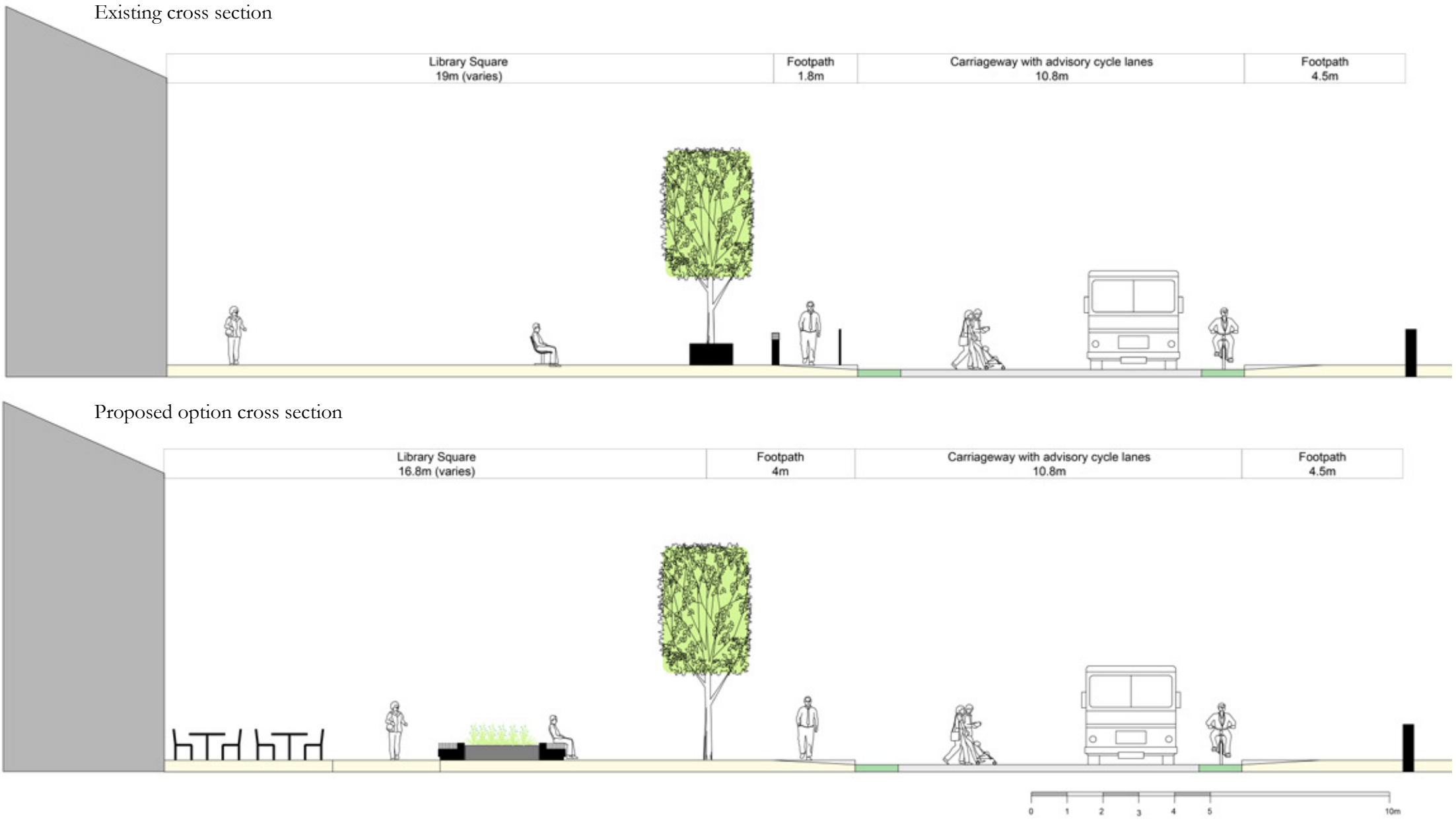
Low Intervention - Placement of temporary measures to stop use of Wellington Road by vehicles but allow cyclists. Remove unnecessary street furniture.

High Intervention - Full closure of Wellington Road, stopping up and physical removal of the section of highway to incorporate into Library Square.



Precedent images







Priority - High

Description - Create a more pedestrian friendly environment along Wilmslow Road.

Purpose - To improve the environment for pedestrians and improve the setting of the Village and the ease of crossing major routes

Baseline - Wilmslow Road has a high traffic volume, creating a strong barrier to pedestrians. There are only a few options to cross this road corridor safely. The junction with Palatine Road creates a multi-stop crossing experience which may influence routes taken by pedestrians who want to enter the village centre from the south.

Proposals - Wilmslow Road functions as a key link between Withington Village centre and The Christie. Enhancements to the footways and Green Infrastructure (e.g. street tree planting) will create a pleasant pedestrian route for visitors. Stop and stay opportunities within the public realm on the way provide a draw along this link. Improvements to the pedestrian crossing experience at the junction of Wilmslow Road and Palatine Road will shorten walking times and put pedestrians first.

Low Intervention - Amendment to the signal timings / phasing to provide more time and opportunities for pedestrians to cross and allow for crossing of an arm in one movement.

High Intervention - Reconfiguration of the crossing to the benefit of pedestrians including:

Remove specific movements

Reduce lane widths / numbers at the stop line to reduce distances pedestrians must cross an arm

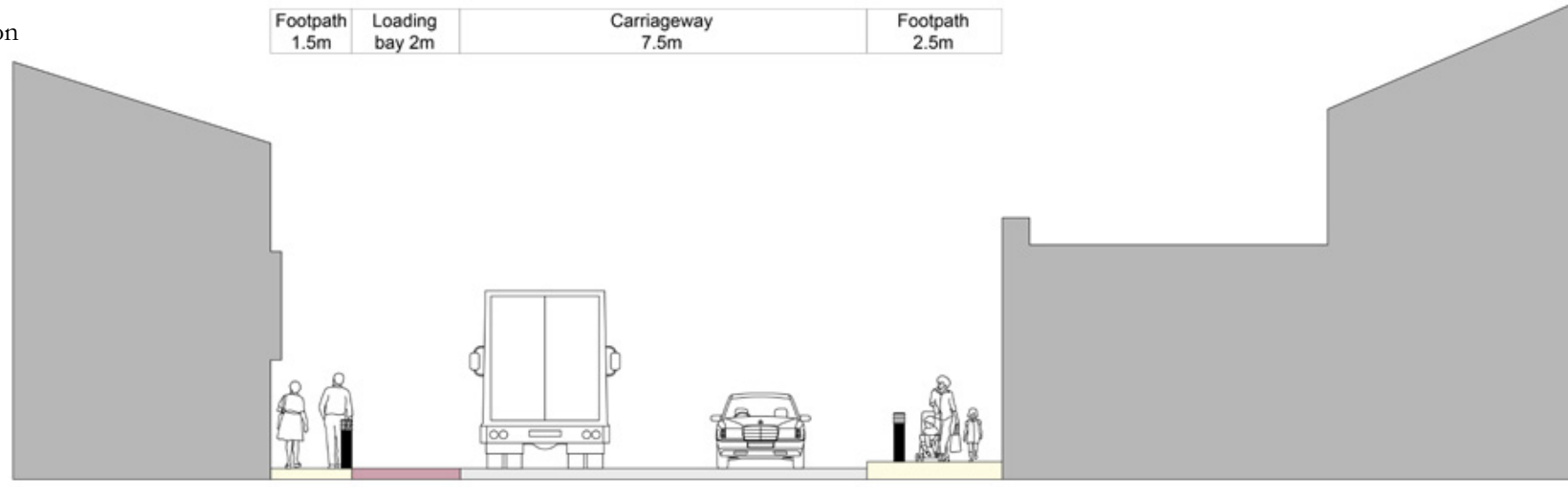
Provision of a diagonal crossing movement(s) / all red phase for pedestrians to cross



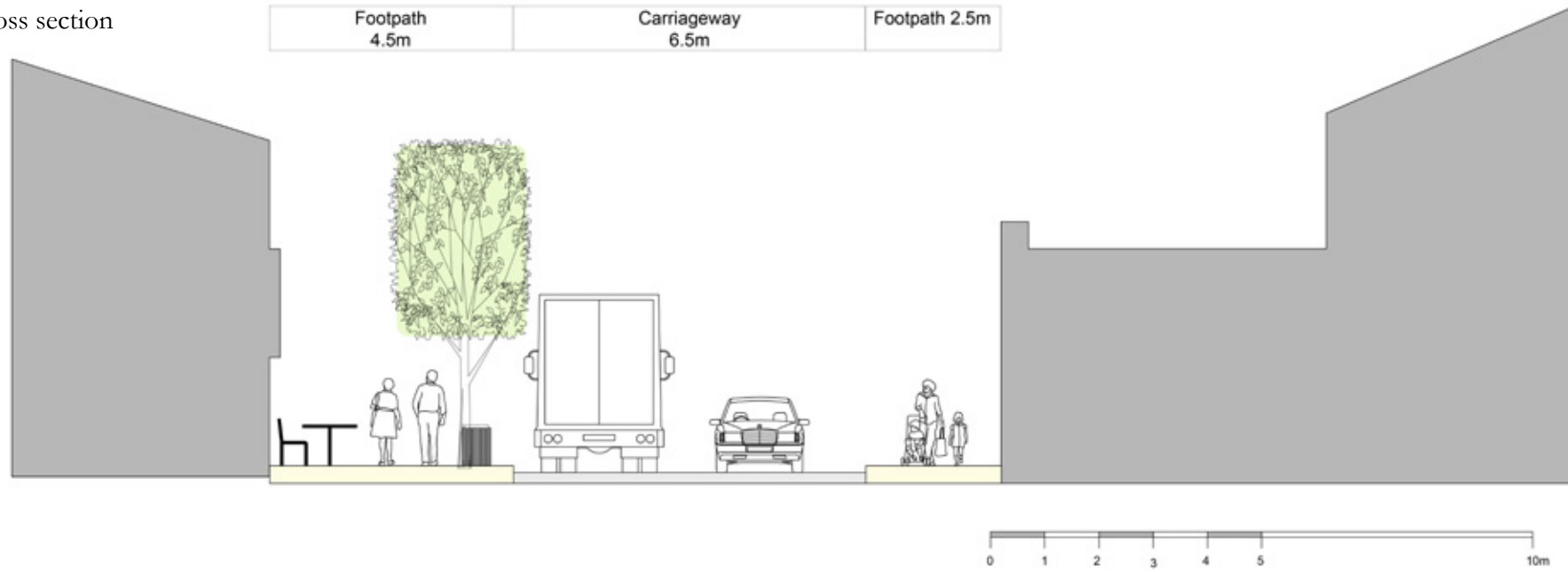
Precedent images



Existing cross section



Proposed option cross section





Priority - High

Description – Reorganise Copson Street into a pedestrian priority area

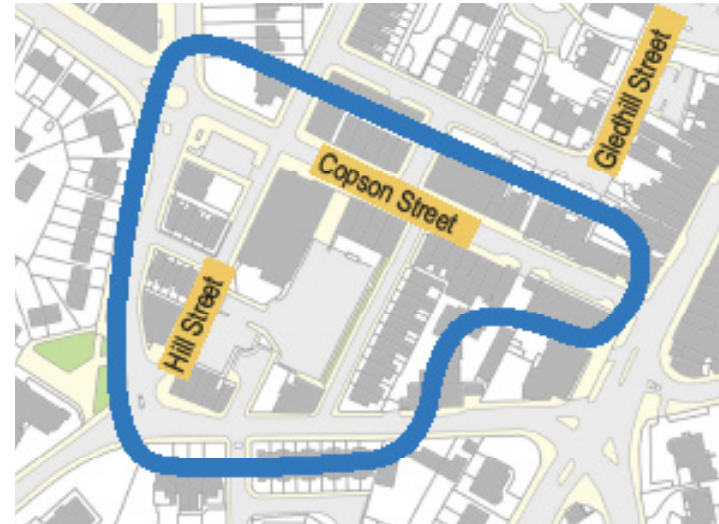
Purpose - To develop the public realm and environment for pedestrians along Copson Street

Baseline - Copson Street seems to be used by through-traffic and bus routes contributing to a low quality public realm experience. Parked vehicles contribute to this impression. Large areas of the public realm along Copson Street is also dedicated to loading.

Proposals - Pedestrianising Copson Street will be achieved through creation of a linear community space and pedestrian first street that provides space for regular community events (e.g. markets). This will provide an enhanced shopping experience in a car-free environment.

Low Intervention - Temporary closure of the road to through traffic (access only and bus service 179) at specific times day / days of the week. Restrict servicing to specific hours e.g. before 10am / after 7pm or allow in designated areas. Maintain access for businesses located in Surcon House. To support public realm aspirations for Copson St bus service 179 will be diverted via Burton Road & Hill Street back to Copson Street. The bus stop on Copson St to be moved to the western end.

High Intervention - Permanent closure of Copson Street to traffic with servicing & access restricted to specific hours e.g. before 10am / after 7pm. Access to Surcon House via new link from Burton Road (demolition of public toilets). Provision of shared surface (removal of identifiable carriageway)

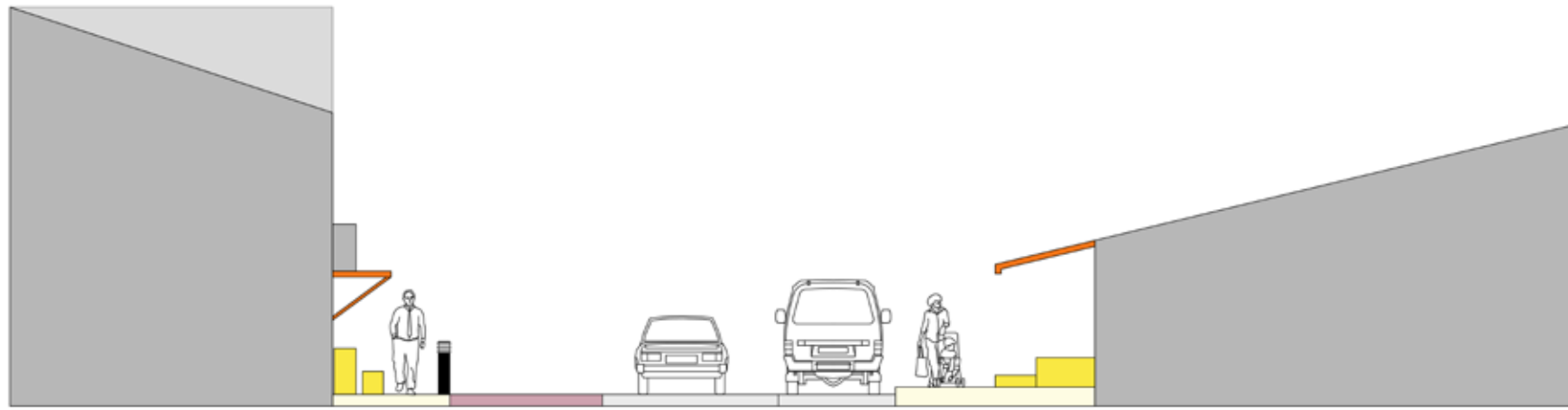


Precedent images



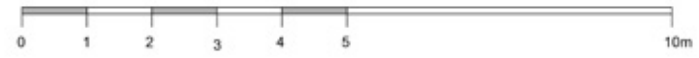
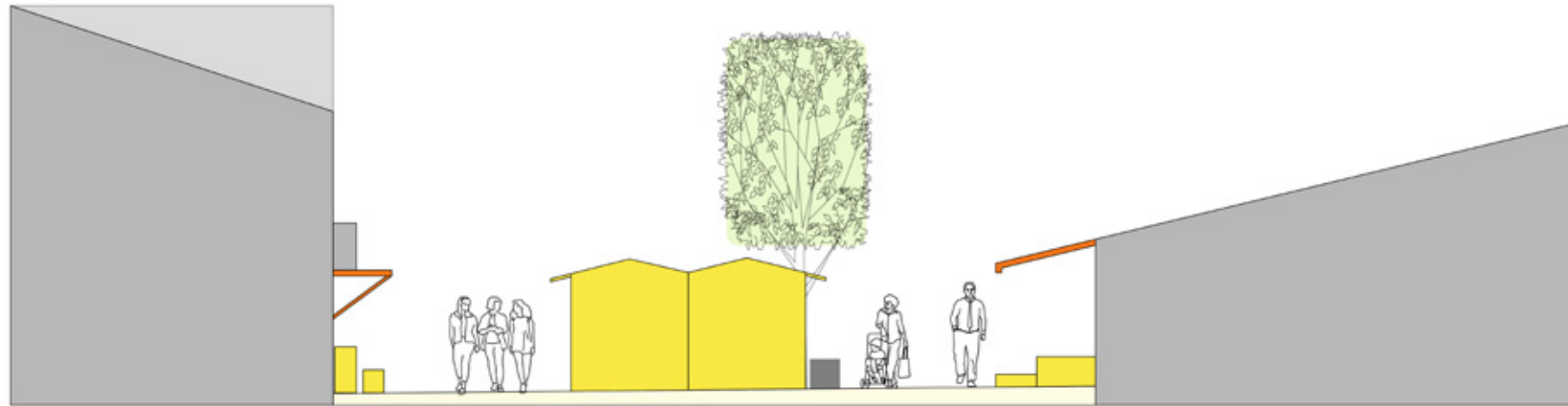
Existing cross section

Footpath 2m	Loading bay 2.6m	Carriageway 3m	Parking bay 2m	Footpath 3.4m
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Proposed option cross section

**Pedestrians first street**  
with space for spill out, markets, street furniture, tree planting 13m



Priority - Medium

Description - Reduce crossing times for pedestrian at the junction of Wilmslow Road/Palatine Road/Burton Road and Parsonage Road.

Purpose - To make pedestrian movement easier throughout the Village

Baseline - Pedestrian desire lines are determined by key attractors and access to public transport. Currently the provided pedestrian crossings do not follow those lines for positive pedestrian experience.

Proposals - Pedestrian connectivity between residential areas and the Village Centre are essential to its success as a community core and heart of the village. Short distance journeys on foot and cycle are proposed to be encouraged by improved pedestrian experience and cycle environment. This will include repairing and decluttering footways, providing resting opportunities and greened streets.

Low Intervention - Signs and on road markings, traffic calming measures and dropped kerb crossings (tactile paving) at key crossing points. Cyclist and pedestrian priority across side roads using markings and signs, improved lighting and provision of regular rest places

High Intervention - Provision of segregated cycle lanes & crossings, raised tables / shared surfaces at junctions & across sideroads. Restrict traffic and reassign road space for cyclists / pedestrians (where appropriate. Comprehensive wayfinding strategy, improved lighting and provision of rest places linked to smaller scale public realm improvements



Precedent images



Priority - Medium

Description - Provide attractive and distinctive gateways into the Village

Purpose - To provide a gateway into Withington Village at key entrance points

Baseline - A lack of signposting at key entrances into Withington Village minimises the sense of 'arrival' onto the Village when approached along key routes.

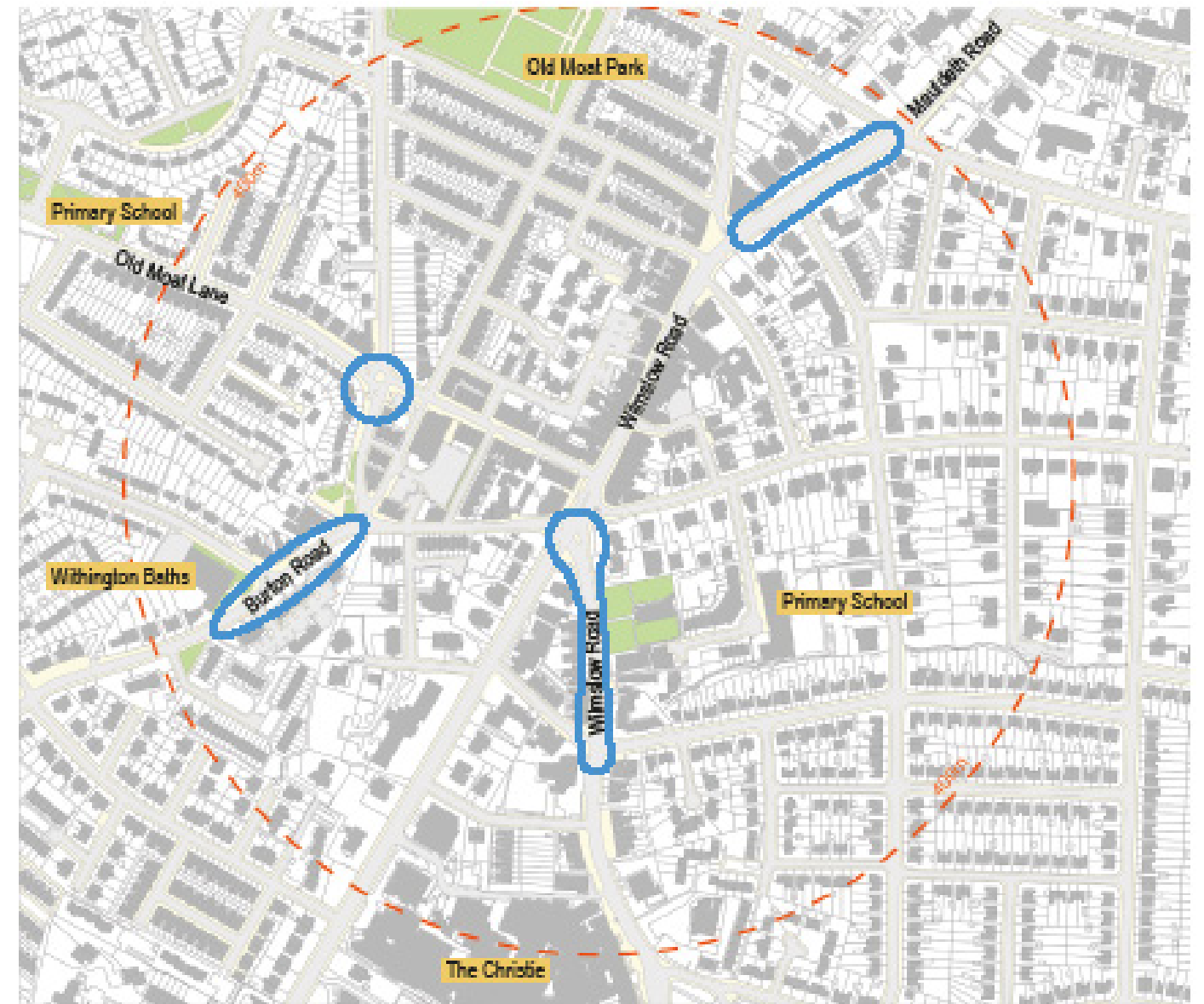
Proposals - It is proposed that the extent of the Village Core be defined at the entrance gateways into the Village Centre. Interventions could include traffic calming measures, public art, changes in materiality and street tree planting.

Low Intervention - Reduce the width of the carriageways to shorten the crossing distance. Provision of tactile paving at the crossing points. Provide a raised table across the mouth of the junctions. Provide raised uncontrolled crossings at gateways. Carriageway surface treatment different to approaches through the gateway section

High Intervention - Reduce width of carriageway at key entrances to shorten the crossing distance. Provision of a raised table or reduced height curbs through the gateway section. Carriageway surfacing / materials to be different to approaches through the gateway section.



Precedent images





Priority – High

Description - Invest in shopfronts to ensure façades are high quality and characterful

Purpose - To ensure that shopfronts are befitting and respectful of the Conservation Area

Baseline - A number of buildings within the Village have been identified as retaining their historic shopfronts, however there is potential that extant features remain beneath modern shopfront fascias and may be suitable for restoration.

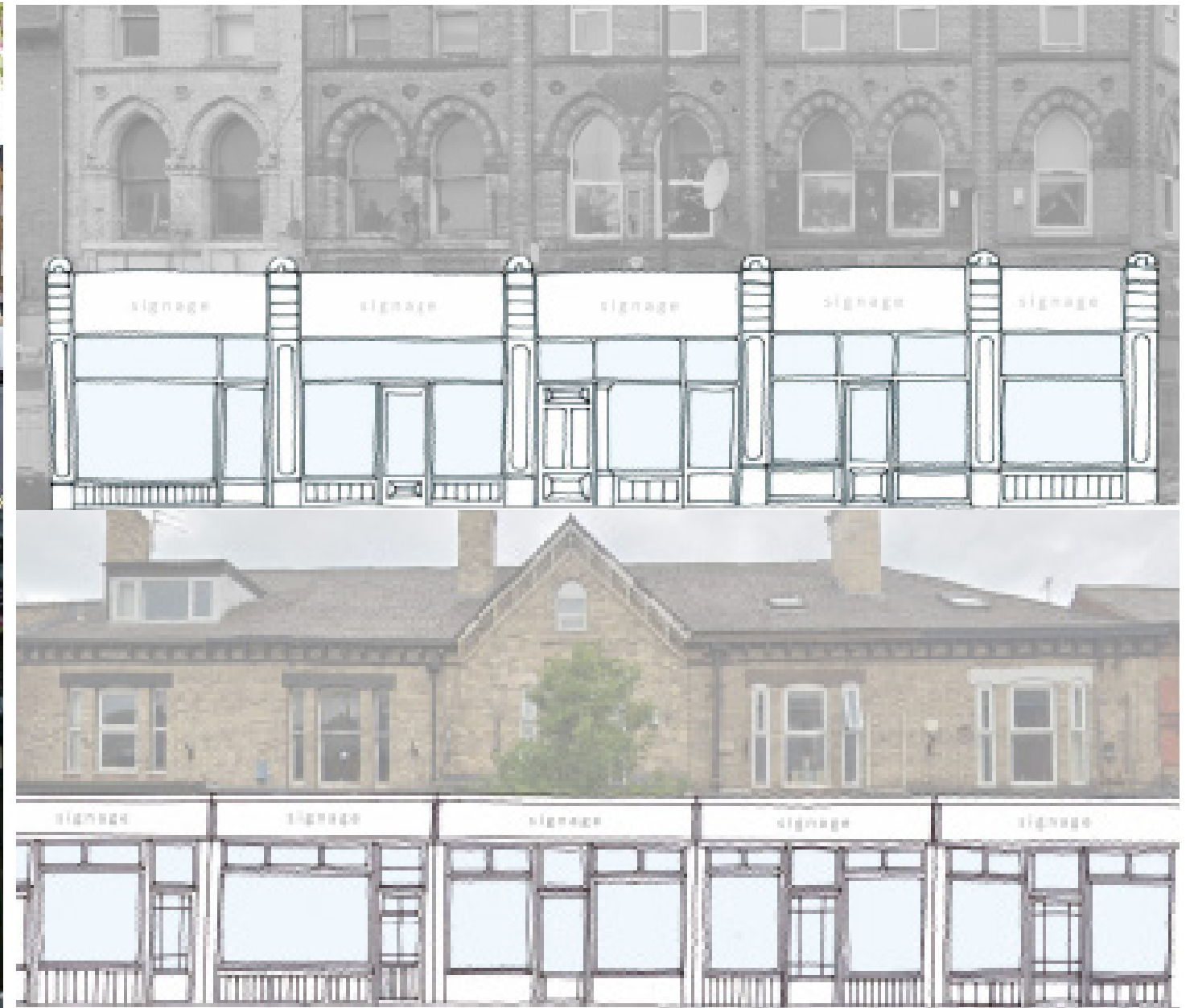
Proposals - Reinstatement of appropriate shopfronts and signage and provision of appropriate shopfronts. Replacement doors, windows and shopfront windows. Repair of decorative masonry where appropriate. Cleaning and repair to historic shopfront details.

Low intervention - Cleaning of and repairs to historic shopfronts throughout the Conservation Area, including reinstatement of metalwork details and reinstatement of appropriate glazing.

High intervention - Cleaning of and repairs to historic shopfronts throughout the Conservation Area, including reinstatement of metalwork details and reinstatement of appropriate glazing. Reinstatement of appropriate shopfronts and signage, repair of masonry and more appropriate ground floor security shutters.



Precedent images



Opportunities for shopfront restoration identified in Withington

Priority - Medium

Description - Implement a programme of restorative works within the Conservation Area

Purpose - To restore the fabric of the Conservation Area and remove poor quality modern additions

Baseline - There are a number of poor quality modern shopfronts and additions that detract negatively from the historic fabric of the Conservation Area.

Proposals - The restorative works are to include repairing and redecorating gutters and eaves, reinstating historic details including roofing and windows, removal of paint to masonry/stone cills and removal of redundant fittings/signage and tidying and removal of wires and cabling on front elevations.

Low intervention - Removal of redundant fittings and signage, including tidying and/or removal of wires and cabling where necessary. Removal of inappropriate paint and graffiti.

High intervention - Consideration be given to potential for a unified paint scheme for features in Conservation Area, removal of pain to masonry and stone cills. Reinstatement of original windows, doors and similar features.



Enhancement opportunities identified in Withington



Priority - Medium

Description - Identify suitable, contemporary interventions in Withington Village

Purpose – To express Withington’s cultural identity through contemporary and appropriate design interventions

Baseline – Opportunities have been identified throughout Withington Village where contemporary shopfronts exist in the village and how this is representative of the popular culture style within the Withington Village.

Project Outline – Building on existing locations of contemporary shopfronts that have been identified as making a positive contribution to the character of the conversation area.

Low Intervention - A set of parameters for proposals in these locations is to be established to ensure any proposals do not adversely affect the setting of the conservation area and/or the adjacent heritage assets.

High intervention - The buildings occupying 458-462 and 455-459 Wilmslow have been identified as potential development opportunity sites and present the opportunity for high quality contemporary design within the commercial core area



Contemporary facades in Withington



Priority - High

Description - Explore opportunities for public art throughout Withington Village

Purpose – To provide support to street art projects in Withington Village

Baseline – Existing mural art pieces have been identified within the conservation area, which is predominantly within the commercial core and contributes positively to the street scene.

Project Outline - Artwork is representative of the popular culture style within Withington village the impact of the artwork on the conservation area, designated and non-designated heritage assets should always be considered with regards to locations of future artwork as to not adversely affect the setting of the conservation area and/or heritage assets.

Low Intervention – Building on the crowdfunding project of We Are Withington, further community initiatives to secure additional community public art projects throughout the Village core.

High intervention - A set of parameters for opportunity sites for potential artwork are to established, this will consider site location for example not siting art work on listed building or positive contributor buildings, and is to be reviewed further following site investigation with all potential locations subject to consultation.



Precedent images



Priority - Medium

Description – Improvements to the environment of the public car parks, so that they become attractive public spaces within the Village. There may be scope for facilitating development (particularly on Gledhill Street Car Park) provided that parking and servicing needs can be met as part of the Frameworks wider movement strategy.

Purpose – To improve the environment of surface level car parking in the Village so that they can be attractive public spaces.

Baseline - There are public, semi-public, and private off-street car parks in the Village. The car parks are unattractive spaces which deter from the appearance of the Village and used by businesses to store waste receptacles currently attracting fly tipping.

Low Intervention – Renovation and repair to existing surfaces, provision of bin stores, removal of graffiti and enhancement of landscaped borders. Introduction of cycle parking and vehicle charging points. Limiting length of stay during the day would free up space for visitors.

High intervention – Reconfiguration of spaces to provide a higher quality public realm. Potential for supporting and facilitating development and wider cultural events as well as providing for parking needs and servicing of businesses.



Precedent images



Priority - High

Description - Create an enhanced network of pedestrian and cycle routes around Withington

Purpose - To improve the cycle network and pedestrian access throughout Withington

Baseline - Pedestrian and cycle access is restricted throughout Withington, with vehicular movement and poorly located crossing points inhibiting movement. The major routes through the centre and on-road car parking reduce the ease of cycling through the Village.

Proposals - Development of segregated pedestrian/ cycle lanes and routes, possibly including pedestrian first streets partially or completely closed to through traffic, removal of on-street parking to provide opportunities for spill-out by businesses, and encouragement of integrated cycle movement.

Low Intervention - Signs and on road markings and traffic calming measures. Dropped kerb crossings (tactile paving) at key crossing points. Cyclist and pedestrian priority across side roads using markings and signs. Improved lighting and provision of regular rest places will also be a priority.

High Intervention - Provision of segregated cycle lanes & crossings and raised tables / shared surfaces at junctions & across sideroads. Restrict traffic and reassign road space for cyclists / pedestrians (where appropriate). Comprehensive wayfinding strategy, improved lighting and provision of rest places linked to smaller scale public realm improvements



Precedent images



Priority - Medium

Description - Improve accessibility for all users

Purpose- To make the Village centre readily accessible to all residents within Old Moat and Withington areas

Baseline - Connections to and from Withington Village to surrounding residential areas are challenging due to busy vehicular routes, such as Yew Tree Road and Wilmslow Road, that restrict pedestrian movement. Accessibility is therefore challenging to those who are less mobile or older.

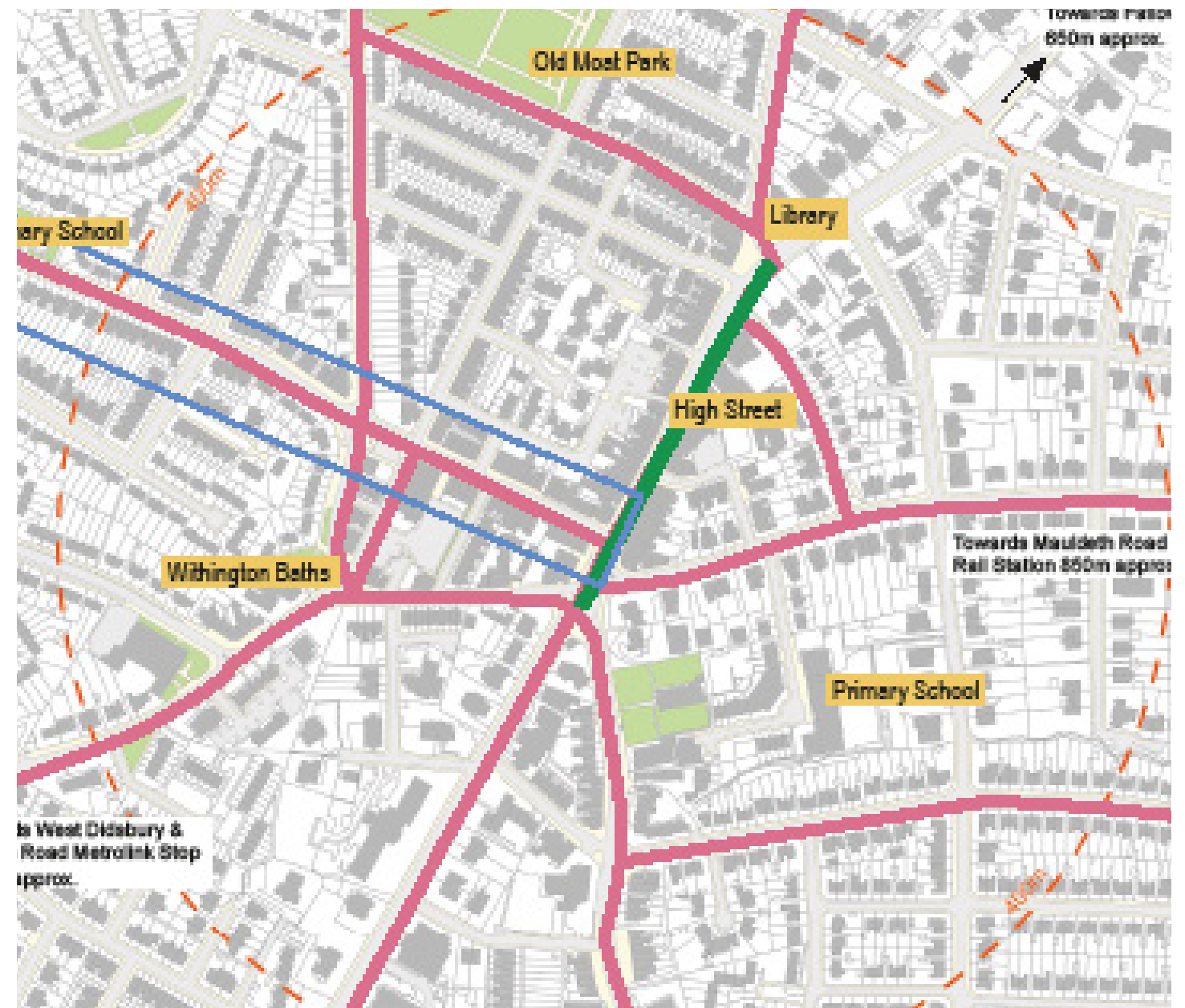
Proposals - This will include the introduction of street furniture, providing users the opportunity to 'stop and stay', improvements to the pavements to reduce the narrowness of them and improve connections between the residential areas, particularly Old Moat, and the Village Centre.

Low Intervention - Raised crossings at each key junction to allow level access of pedestrians and calming feature for vehicles at junctions, especially at Yew Tree Road roundabout. Dropped kerb crossings (tactile paving) at key crossing points and provision of regular rest places.

High Intervention - Raised tables / shared surfaces at junctions and across sideroads, including traffic restrictions and reassignment of road space for pedestrians where appropriate. Increase footway widths on corners of the junction. Provision of rest places linked to smaller scale public realm improvements.



Opportunity sites in Withington





Priority - Medium

Description - Promote Withington as a cultural destination

Purpose - To promote cultural activities in the Village in collaboration with the established cultural offer in the City Centre.

Baseline - Withington has a strong cultural background and heritage. It has made a number of contributions to popular culture.

Proposals - Encouragement will be given to pop-ups in vacant/ underutilised spaces in the Village Centre. Collaboration with the city's cultural organisations should be explored outside of the City Centre. This should be synergistic with Withington's cultural and heritage offer.

Low intervention - Development of local cultural events, markets, pop up events and activities utilising the centres public spaces and underutilised buildings. Using artwork to promote the Villages cultural heritage.

High intervention - To collaborate with the city's cultural organisations to develop in the Village a distinct cultural offer outside of the City Centre. Consideration should be given to utilising Withington Village Hall, the Baths & Leisure Centre and other public buildings in the Village to develop the Village as a cultural hub.



Precedent images



Priority - Medium

Description - Explore suitable opportunities for development or enhancement of existing buildings

Purpose – To revitalise Withington Village centre through suitable opportunities for development or enhancement of existing buildings

Baseline – Withington village is a historic urban centre with a tight urban grain, with limited opportunity sites for development or enhancement.

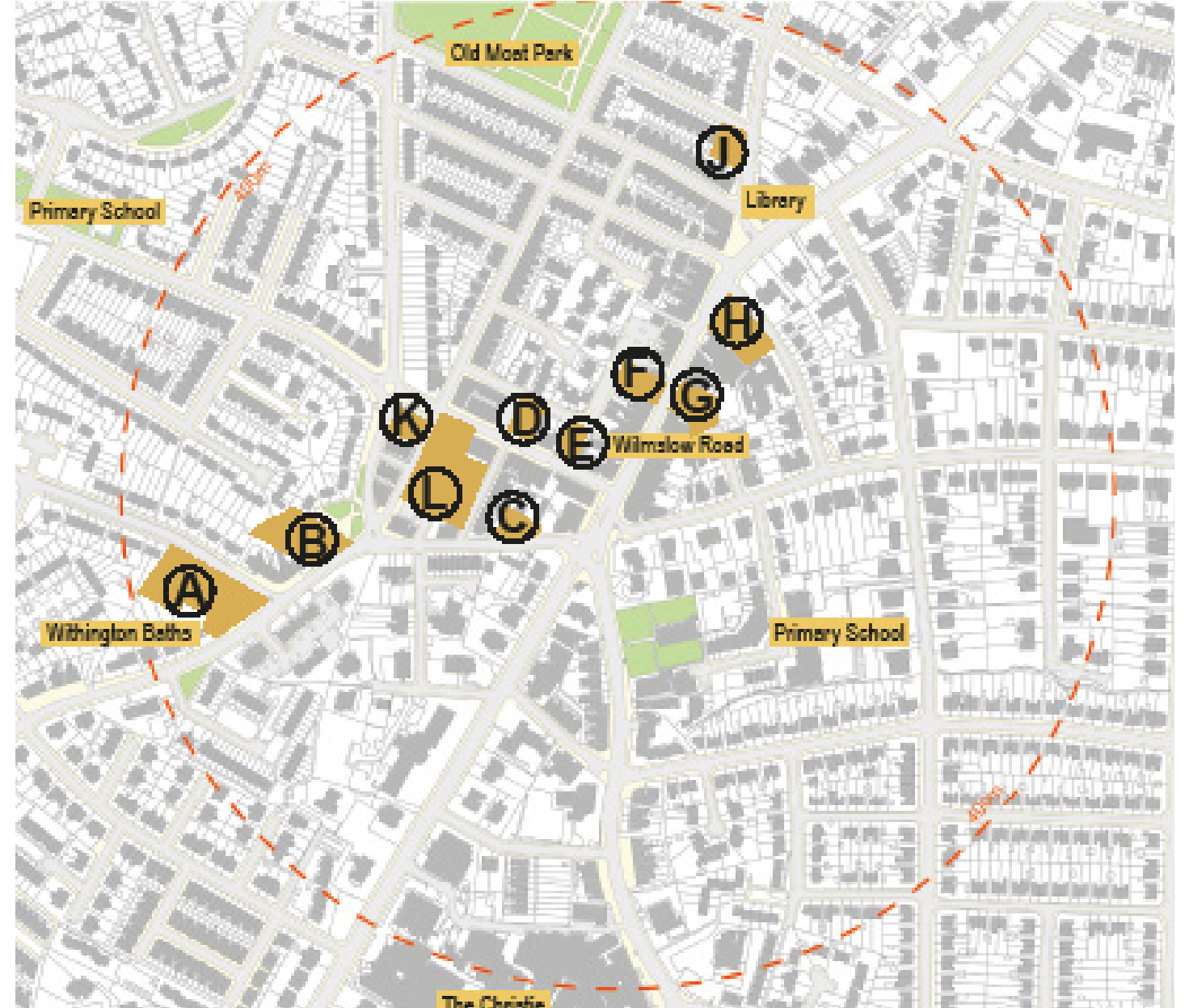
Project Outline - The baseline analysis of Withington Village has identified the possibility of targeted interventions in terms of smaller scale development opportunities and physical investment. Significant structural changes are not proposed, and are unlikely to be supported.

Low Intervention – Opportunities for restoration and reuse of buildings in the Conservation Area, through investment and repurposing existing buildings should be explored. There is also scope within the centre for an appropriate level of intensification.

High intervention - Where buildings are not fit for purpose, reconfiguration of existing buildings may be supported that would assist in delivering the Vision. Sites that come forward for redevelopment or new build proposals are not identified in the Plan and will be considered on a site by site basis in accordance with relevant planning policies.



Opportunity sites in Withington





# Appendix 2: Liveable Loveable Matrix

## **Appendix 2: Liveable Loveable Matrix**

Through their research, IPM have identified two key aspirations for district centres in Manchester. This is that they should meet functional needs, and be liveable, and meet affective needs, and be loveable. High Street UK 2020 research identified the following criteria as to whether a centre met liveable and loveable criteria:

### Liveable

- Does the offer meet the everyday, ‘convenience’ needs of the catchment?
- Are shops and other services open at suitable times?
- Is the centre clean and welcoming?
- Is the centre accessible (by a variety of transport modes), compact and walkable?

### Loveable

- Is there a central, spatial focus to the centre, like a market or attractive public realm?
- Are there community events and festivals that activate the centre?
- Are there unique attractions or businesses that add character to the centre?
- Is there a place management partnership that takes responsibility for the centre?

The following list provides an overview of key loveable and liveable priorities and assesses Withington against these.

<b>A liveable centre will contain the following:</b>		<b>A loveable centre will contain the following:</b>	
A food supermarket or concentrated food offer	✓	✓	Independent shops
Market provision	×	✓	Independent cafes
Augmented food offer (butcher, bakers, greengrocers)	✓	✓	Independent bars / pubs
Some comparison goods (e.g gifts, clothing, shoes, technology)	✓	✓	Independent restaurants
Household / DIY products	✓	✓	Individual attractions (businesses or natural assets) that ‘stand out’ on social media
Newspapers, magazines, tobacco, vaping	✓	×	Community Centre
Bank or building society and post office	✓	✓	Community events
Stationery and photocopying	✓	×	Community festivals
Beauty, hairdressers, barbers	✓	✓	Community groups
Public space and sporting facilities	×	✓	Residents groups
Facilities for children and young people	×	✓	Trade association(s)
Library	✓	✓	Sporting clubs (running groups, football etc)

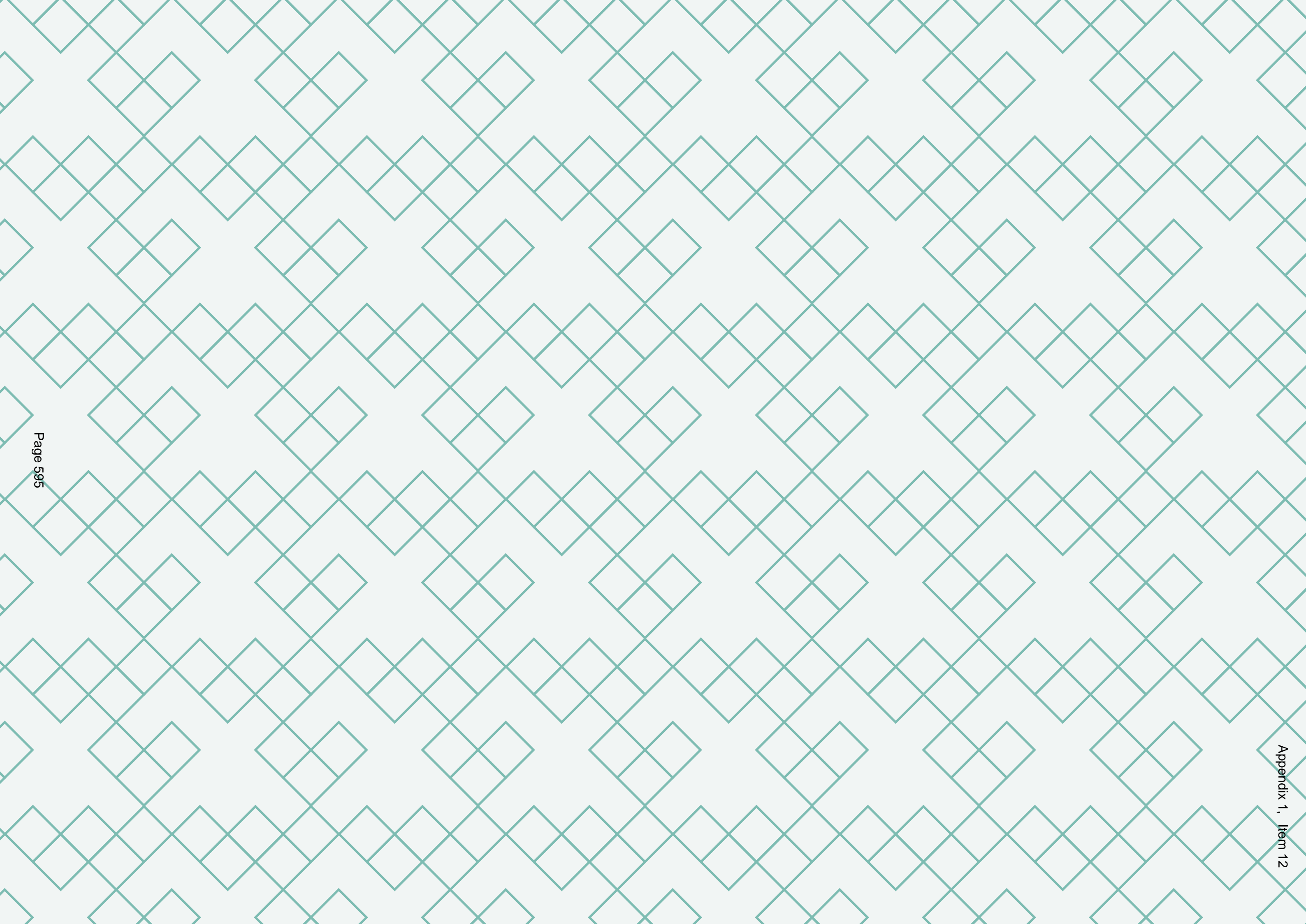


Healthcare facilities (doctors and dentists etc) and pharmacy	✓	✓	A place management partnership
Professional services (accountant, solicitors etc)	✓	✓	Facebook groups / pages
Schools / Colleges	×	✓	Twitter accounts
Places of worship	✓	✓	Instagram content
Offices or other shared working space	✓	×	Local newspaper / radio / newsletter
Permeable centre with walking and cycling routes that connect the surrounding community to the centre (no barriers)	×	×	Cultural institutions
Public transport (buses, trains, trams)	✓	×	Performance venues
Be clean, tidy and free from litter	✓	×	Have a centre – a square, green-space, market, high street or some other physical ‘heart’ of the place
Feel safe and welcoming	✓	×	Have signs or apps to orientate people to a range of different attractions
Compact with the centre easily walkable	✓	✓	Evidence of community groups and other activities that activate the centre (e.g community noticeboard)
The centre should be connected to walking, cycling and public transport stops	✓	✓	Cues that people are taking care of the place – flower displays etc.

Assessed against the liveable/loveable priorities, it is clear that Withington meets many of the criteria to be considered as a liveable centre and is capable of meeting the convenience needs of the community. The centre benefits from public transport connections, and is easily walkable however it would benefit from improvements to the permeability of the Village. This would include the removal of barriers to pedestrian and cycle movement, particularly with surrounding residential areas including Old Moat.

Similarly Withington has many features commensurate with a loveable centre, including a range of independents, community events and groups, active Facebook, Twitter and Instagram accounts that advertise events and services in the Village and a trade association, We Are Withington. However the matrix does demonstrate that Withington would benefit from creation of a distinct ‘centre’, such as a public square and improved signage and orientation.

However it is clear that Withington does have many of the features that can identify a centre as being both liveable and loveable.









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**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 17 March 2021

**Subject:** Ardwick Green - Neighbourhood Development Framework

**Report of:** Strategic Director - Growth & Development

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### **Summary**

This report informs the Executive of the outcome of a public consultation exercise involving local residents, businesses and stakeholders, relating to a Draft Neighbourhood Development Framework (NDF) for the Ardwick Green area. The report seeks the Executive's approval of a final version of the NDF, which has been adjusted to take account of the consultation undertaken. When approved in a final form the NDF will act as a material consideration in the determination of subsequent planning applications that fall within its scope.

This report also presents Executive Members with details of a proposed Addendum to the Ardwick Green NDF based upon an extended boundary, and requests that the Executive approve the Draft Addendum to act as the basis for a further public consultation on the proposals for the extended area.

### **Recommendations**

The Executive is recommended to:

1. Note the outcome of the public consultation on the draft NDF for Ardwick Green and subsequent revisions to the NDF that is appended to this report in final form;
  2. Subject to the views of the Executive, approve the NDF for Ardwick Green, noting that it will then act as a material consideration for the Local Planning Authority when assessing future planning applications within the NDF area;
  3. Request that the Strategic Director of Growth and Development, working in conjunction with colleagues in other Directorates, undertakes the programme of work outlined in the next steps section (section 5) of this report to ascertain the best way of implementing the ambitions of the Ardwick Green NDF, and,
  4. Approve the Draft Addendum to the Ardwick Green NDF and request that the Strategic Director, Growth and Development, undertake a further public consultation exercise on the proposals set out for the extended area with local stakeholders and bring a report back to a future meeting of the Executive with a final version of this Addendum, taking into account comments and representations made.
-

**Wards Affected:** Ardwick

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

The Ardwick Green Neighbourhood Development Framework recognises that future development within the area will need to respond to the City Council's objective of achieving zero-carbon target and will be expected to move towards this aspiration through the active utilisation and deployment of leading building technologies. The City Council will use its land interests in the area to help deliver this outcome.

<b>Manchester Strategy outcomes</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The proposals contained within the Ardwick Green Neighbourhood Development Framework (NDF) and Extension offer the potential to bring forward mixed - used development that will contribute to the creation of jobs within the area and provide a range of residential accommodation for the growing population of the city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The NDF for Ardwick Green seeks to protect and support existing businesses in the area and will provide additional commercial space to meet demand from existing and newly established businesses, thus creating and sustaining employment opportunities within this area of the city centre.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The proposals contained within the NDF offer the potential to help deliver the Manchester Residential Growth Strategy and meet the growing demand for new homes in a range of tenures that are close to quality amenity space and within easy access of employment opportunities. The creation of additional commercial space will help create new and sustain existing employment opportunities.
A liveable and low carbon city: a destination of choice to live, visit, work	The NDF reaffirms the Council's commitment to deliver zero carbon growth and sets out the intention of creating sustainable neighbourhoods with enhanced active travel routes and improved public realm and public open spaces.
A connected city: world class infrastructure and connectivity to drive growth	The NDF will help guide and coordinate the future development of Ardwick Green and area on the edge of the city Centre. The existing challenges for pedestrian movement and connectivity around and beyond the NDF area could be addressed through the principles set out in the NDF.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

There are no direct financial implications for the City Council arising from this report.

### **Financial Consequences – Capital**

There are no direct financial implications for the City Council arising from this report.

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### **Background documents (available for public inspection):**

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

- A Draft Neighbourhood Development Framework for Ardwick Green, Executive, 11th November 2020;
- Manchester Zero Carbon 2018 – Manchester City Council’s Commitment, Executive, 13<sup>th</sup> March 2019;
- Council Resolution on Declaring a Climate Emergency, Executive, 24<sup>th</sup> July 2019;



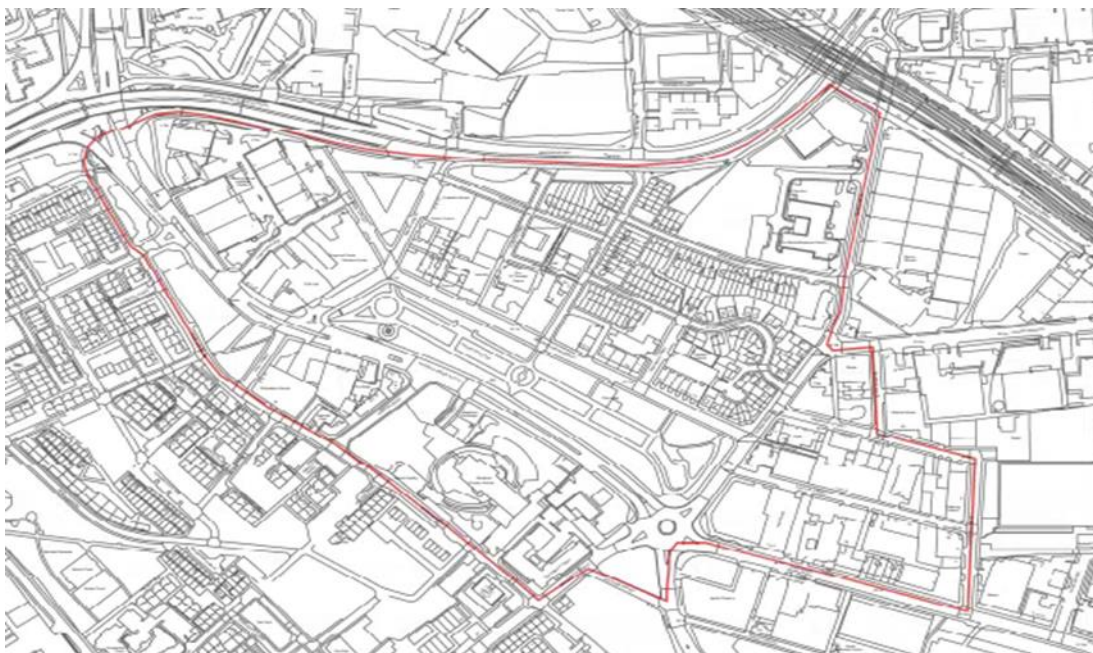
- Delivering Manchester's Affordable Homes to 2025, Executive, 11<sup>th</sup> September 2019
- Manchester Strategy 2016-25 ("Our Manchester"), Executive, January 2016

## **1.0 Introduction**

- 1.1 This report is set out in two main sections - the first summarises the outcome of the recent public consultation undertaken in response to the draft Neighbourhood Development Framework (NDF) for Ardwick Green which the Executive endorsed in principle on 11 November 2020.
- 1.2 The second part of the report, from section 6, provides details about an extension to the Ardwick Green NDF which extends the area of coverage and continues the principles set out in the Ardwick Green NDF to cover a wider area associated with The Manchester College Nicholls Campus and industrial land to the north of it.

## **2.0 Background to the Ardwick Green NDF**

- 2.1 The Ardwick Green neighbourhood is located on the south-eastern edge of the city centre. The area benefits from proximity to the Regional Centre; the principal economic driver for the City Region and a focus for employment, leisure, retail and cultural facilities. Ardwick Green is immediately adjacent to the Mayfield strategic regeneration area, the vision for which is to deliver a world class, transformational, distinctive and imaginative commercially led neighbourhood centred around a new 6.5-acre park. It also borders Brunswick which is undergoing a £106m regeneration programme seeing the remodelling of the neighbourhood with over 650 homes refurbished and over 500 new homes developed, including a 60 place extra care unit; new parks; a new retail hub and neighbourhood office.
- 2.2 The Ardwick Green area is increasingly attracting the attention of developers and investors. The development of a Neighbourhood Development Framework (NDF) will guide and co-ordinate the future development of this key area, in line with adopted planning policy and build on existing regeneration initiatives in Mayfield and Brunswick.
- 2.3 The aspiration is to see improved social, environmental and economic outcomes from well-designed developments in the local context and a sense of place. The starting point for the NDF is to address concerns, whilst protecting and enhancing the qualities of the local community that have been identified through research and extensive consultation. The NDF includes detailed and targeted objectives that could improve the liveability, functionality, design and connectivity of Ardwick Green.
- 2.4 The red line boundary for the Ardwick Green NDF is shown below:



### **3.0 Public Consultation**

- 3.1 Letters were sent to 1,920 local residents, landowners, businesses, and stakeholders, in late November 2020 informing them about the public consultation for the Ardwick Green Neighbourhood Development Framework and how to engage in the process. The NDF was made available on the Council's website, and a webform invited comments on it.
- 3.2 The consultation was open for two months until the 31<sup>st</sup> January 2021 in order to ensure that all stakeholders had sufficient opportunity to comment on the framework.
- 3.3 A webinar presentation was delivered by the authors of the NDF to interested consultees in early January providing an opportunity for stakeholders to ask questions of the project team.
- 3.4 The City Council received 25 responses to the public consultation. 21 responses were made via the consultation web pages on the City Council website and a further 4 were received by email from the Environment Agency, CBRE representing a landowner, Manchester and Salford Ramblers and the Medlock Primary School.
- 3.5 Nine respondents noted their overarching support for the framework and the principles upon which it is based. An analysis of respondents, their comments and responses to the comments can be found in Appendix 1 attached to this report.

### **4.0 Conclusions in response to the consultation**

- 4.1 Ardwick Green is a key, but underutilised, neighbourhood on the fringe of the city centre offering potential to make a significant contribution towards the regeneration and growth ambitions of the city.

- 4.2 The majority of the stakeholders who responded to the consultation expressed their overall support for the draft NDF, believing that appropriate development and preservation of the heritage aspects of the neighbourhood and the green spaces would enhance the neighbourhood. Responses to specific points raised have been considered within this report and a number of suggested changes made to the NDF (see paragraph 4.4 below)
- 4.3 The framework sets out a coordinated and sustainable approach to development that acknowledges the area's heritage assets and incorporates its key assets, whilst contributing to the continued growth of this part of the city.
- 4.4 In response to the consultation some minor revisions have been made to the NDF document as follows:

#### Section 5

- 5.27 - Further text added to confirm that there is a limited amount of controlled crossing points that restrict pedestrian movement.
- 5.24 - Additional text provided to note the lack of cycle connections along the A6 / Ardwick Green South.
- 5.33 and 5.34 – This point has been strengthened to confirm there is clear local resident support for parking controls and this should need to be balanced by traffic calming measures to ensure that a reduced amount of parking doesn't allow cars to accelerate.
- Additional text included around the opportunity for further facilities in the park.

#### Section 6

- 6.38 – An additional reference to cycle infrastructure has been made.
- 5.18 - The area analysis has been strengthened to make reference to the lack of retail provision or larger format convenience store.
- 6.10 - References to shops in the Knitting District included to support convenience retail shops within the area.
- 6.45 – Further reference has been added to set out the options for different types of tenancy.

#### Section 7

- 7.22 - Reference to development on school grounds and within the drawings has been removed.



- 7.37 and 7.38 - Edits have been provided to clarify that a range of heights would be expected in this area, which should be tested on a case by case basis, with a mix of new build and refurbished buildings.
- 7.19-7.22 - Additional text to clarify the short-term opportunity presented by the Hippodrome site.

4.5 A final version of the NDF is attached to this report as Appendix 2.

## **5.0 Next Steps – Implementing the NDF**

5.1 Subject to endorsement of the Ardwick Green NDF document by the Executive, there are a number of important next steps for Manchester City Council and project partners, including One Manchester, that need to take place to ascertain the best way of implementing the ambitions of the Ardwick Green NDF:

- Undertake further technical work to devise a strategy for the management of residential and commuter parking that is currently adversely affecting the area. Such a strategy is likely to include additional Traffic Regulation Orders to prohibit on-street parking, Controlled Parking provision in specific locations; and measures that provide the ability for existing residents to park on-street in specific locations given existing built form (i.e. a Residents Only permit scheme). The capital costs of implementing the solution to the parking issues will be funded from any Section 106 payments from future development. The intention is to design a solution that is self-financing in terms of ongoing revenue costs. However, if this proves not to be possible, a plan to fund any long term revenue costs will need to be determined in advance of implementation.
- In conjunction with the relevant registered provider partners and landowners in the area, undertake an audit of the existing social and affordable housing stock to identify the ways in which improvements could be delivered;
- Support the opportunities presented and allow key stakeholders to carry out further detailed design and feasibility work on the potential form and function of the crossing points that could be included both within and to adjoining areas to improve connectivity, including crossings over the Mancunian Way and the A6; and
- Take steps to support community projects that could help to deliver immediate positive change in the local area and public spaces, such as tree planting and play equipment, where feasible.

5.2 Although technical in nature, all solutions to the further work set out above can be developed through positive and close working with the existing community; landowners; and statutory stakeholders. There are a variety of mechanisms to bring forward wider environmental improvements across the area, including planning contributions through Section 106 of the Town and Country Planning

Act 1990 (as amended). All mechanisms will be considered.

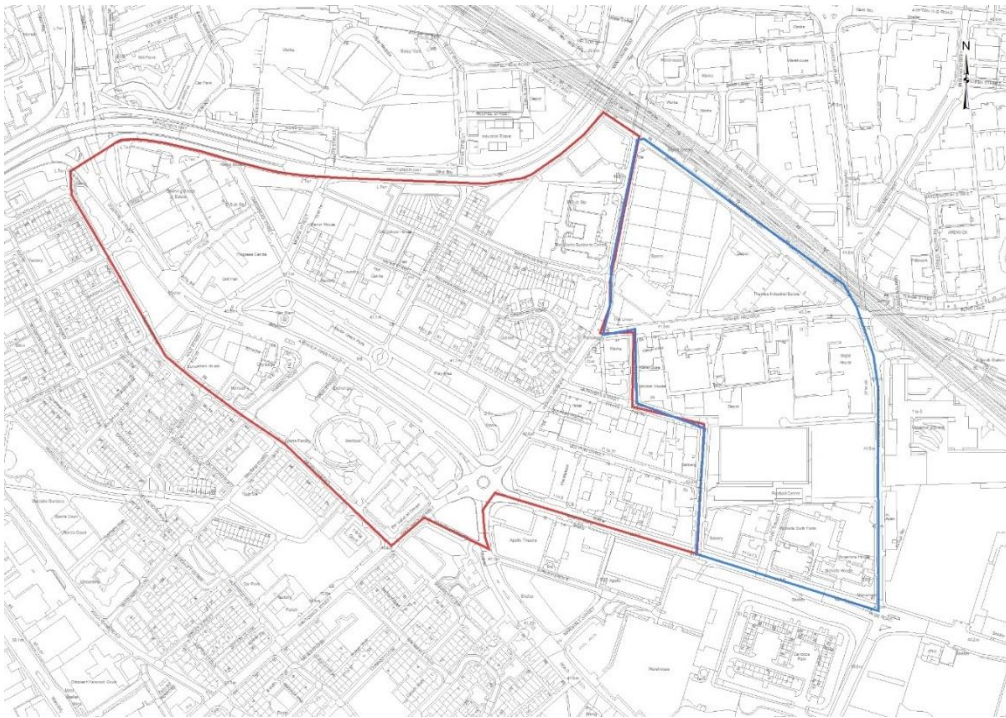
## **6.0 Proposed Addendum to the Ardwick Green NDF**

- 6.1 As set out above, the City Council identified the need for the establishment of an NDF for the Ardwick Green area in 2019 – in recognition that development momentum was pushing towards this modestly sized mixed use area on the south east edge of Manchester City Centre.
- 6.2 The eastern boundary for the NDF area runs from Temperance Street / Union Street to the north; and then along Higher Ardwick, Palfrey Close, Harkness Street and Dalberg Street to meet Hyde Road to the south.
- 6.3 During the period of NDF development and consultation the City Council became aware of the emergence of a new driver for change in the immediate area of the NDF, namely that the Manchester College had undertaken a review of its educational estate within the city and identified the Nicholl's College Campus on Hyde Road / Devonshire Street as a surplus asset that would be suitable for disposal for redevelopment.
- 6.4 Given the significance of this site it has been agreed that an Addendum to the NDF should be prepared to extend the area of coverage and continue the principles set out in the Ardwick Green NDF to incorporate the Nicholls College Campus, and commercial and industrial land to the north.
- 6.5 The development of this draft NDF Addendum was jointly commissioned with The Manchester College who own the Nicholls College campus located within the NDF Extension boundary.

## **7.0 Extended Boundary covered by the Addendum**

- 7.1 By the early 19th century, Ardwick had grown from a rural settlement into a pleasant and wealthy suburb of Manchester but the character of Ardwick was transformed as a direct result of industrialisation. By the late 19th century, areas such as Ardwick became populated by the working classes. Large textile warehouses and expansive rows of terrace housing were built on the once open meadowland around Ardwick Green.
- 7.2 The introduction of the Mancunian Way and the clearance of terraced housing in the 1960s drastically altered the townscape and severed the township of Ardwick from Manchester city centre consequently discouraging redevelopment and footfall within the area. The NDF extension area is now characterised by large warehouse / industrial units and commercial building to the north of the Nicholls College Campus and the Powerleague facility in the northwest corner of the area.

### NDF - Boundary of the Extended Area



The original NDF boundary is shown above in red and the extension boundary is shown in blue.

- 7.3 This NDF Extension borders the original framework area along Union Street and Ardwick Green North; and spans the area bounded by Devonshire Street and Hyde Road connections to the east and south; and by the railway to the north along the arches. The extended area therefore forms a natural extension to the wider Ardwick Green neighbourhood, linking to the original NDF's character areas to the west, such as Union Street, Ardwick Green North, and the Knitting District.

### Manchester College Nicholls Campus

- 7.4 The primary asset of this NDF extension area is the Grade II\* listed Nicholls building located along the two primary streets, Hyde Road and Devonshire Street North. The Nicholls Hospital (now The Manchester College Nicholls Campus) was constructed in 1880; a grand gothic building established at the corner of Hyde Road and Devonshire Street North which has since been designated as a Grade II\* listed building. Records suggest the building was originally established as an educational institution for orphaned boys, and the building was both a school and a home for many working-class children throughout the late-19th and early- 20th century.
- 7.5 The Manchester College are to consolidate their existing 14 locations onto just five main campuses, with impetus provided by the construction of a new campus on the former Boddington's Brewery Site in Cheetham Hill. As the Nicholls Campus in Ardwick is not one of those being retained, it is likely that there will be opportunity for significant redevelopment of this site once the site

is vacated by the college therefore providing a key opportunity to direct the future of the area covered by the NDF Extension.

### Ardwick Cemetery

- 7.6 The grounds to the rear of the Nicholls building, currently used as football pitches, were historically known as ‘Ardwick Cemetery’ from 1868 – 1950. Following the closure of the cemetery in the mid-20th century, records suggest the gravestones were removed and recorded, leaving remains in-situ.
- 7.7 The Ardwick Green NDF established Ardwick Green Park as the green heart of the NDF area, and this extension offers an opportunity to continue this green network. The former cemetery grounds offer the opportunity for a green space at the heart of the NDF extension area, connected to Ardwick Green Park by Dolphin Street.
- 7.8 Further details can be found in the draft NDF Addendum document appended to this report as Appendix 3.

## **8.0 Key Objectives for the Ardwick Green NDF Extension**

- 8.1 The Ardwick Green NDF introduced a vision for the area based upon in-depth research and extensive community engagement. It is considered that the vision and principles applied to Ardwick Green can be largely extended to cover this NDF Extension, which allows the new areas introduced to seamlessly blend and connect organically over time to the rest of the neighbourhood.
- 8.2 This NDF Extension will continue to promote key principles of community centred activity, green place making, and heritage enhancement; and seek to guide development activity in a way that is beneficial, contextual, appropriate, and distinctively Ardwick.
- 8.3 The aspiration is to see improved social, environmental and economic outcomes from well-designed developments in the local context and a sense of place. The NDF includes detailed and targeted objectives that could improve the liveability, functionality, design and connectivity of Ardwick Green. The overarching principles of the NDF are:
- **Protect and preserve:** the area is under significant development pressure due its location on the edge of the city centre. To protect and preserve the existing community, any future opportunities could consider whether they are in conflict with the needs of protecting the local area or exacerbating existing problems identified, such as commuter car parking.
  - **Positively engage:** in the formulation of site specific development proposals, the Council wish to see early engagement with community and interest groups in the local area to maximise the potential to create positive change, offer and allow for a community-led approach.



- **Enhance:** where there are opportunities for higher density commercial or residential development, the NDF envisions that this development would seek to enhance the level of amenity for the local area, reflect the spatial context in which the opportunity exists and complement existing features and fabric of the area.

#### Zero Carbon

- 8.4 In July 2019 the City Council declared a Climate Emergency with a stated ambition for the city to become carbon neutral at the earliest possible date. Amongst other things, it set an objective that all new development is to strive to be net zero carbon. It is intended that the NDF will seek to minimise carbon emissions from new development.
- 8.5 The objectives contained within the NDF aim to create a more sustainable neighbourhood, with communities and lifestyles that have a reduced carbon footprint. Ardwick Green presents an opportunity to bring forward development that responds to the need to reduce carbon output through design and construction methods that utilise cutting edge technologies, and through the creation of mixed-use neighbourhoods providing employment opportunities adjacent to residential development that reduces the dependency on car travel and encourages active travel. The provision of enhanced and well linked green spaces will provide useable amenity space and promote pedestrian movement.

#### Affordable Housing

- 8.6 The City Council's Executive approved a report in September 2019 that increased the numbers of Affordable Homes in the city to be delivered in the ten-year period to March 2025 to 6,400. In doing so the Executive noted that the delivery of new affordable homes in the city would be dependent on robust partnership relationships with Registered Providers, which currently have the financial and delivery capacity to deliver those homes. The Executive also agreed to an approach to the disposal of sites in Council ownership for the provision of new affordable homes in the city. This draft extension to the NDF envisages the provision of a high quality affordable housing offer close to the city centre.

#### Transport, movement and connectivity

- 8.7 Accessibility within, to and from the area all present challenges that could be addressed through the principles set out in this NDF. There are illegible walking routes, blocked footpaths from parked cars, severance caused by busy vehicular routes and poorly lit environments. The adjacent highway network is busy and could be adapted to be more balanced in favour of pedestrians and cyclists in order to improve safe and sustainable local connections to key destinations including local services, schools and public transport stops.
- 8.8 The connections ought to be primarily improved by enhancing pedestrian

connectivity through enhanced footway provision, improved crossings at junctions and restriction of on street commuter car parking to keep pavements clear. Improving connectivity to and through Ardwick Green could also assist with onward longer journeys made via public transport.

- 8.9 In accordance with planning policy, there ought to be a focus on sustainable modes of transport, particularly active travel. This, in tandem with the sense of place being created, means that there ought to be prioritisation of people friendly streets to create a healthier and more pleasant environment for the local community.

### Vision

- 8.10 The vision for the main Ardwick Green NDF is that Ardwick will be enhanced as a vibrant community-led neighbourhood, where the distinctiveness and history of the area is apparent and preserved, whilst it looks forward to a brighter, greener and cleaner future.
- 8.11 There is an opportunity to extend these principles across the NDF Extension and support the regeneration objectives for Ardwick as a whole. The five themes of the endorsed Ardwick Green NDF Vision, which take heed from the site analysis and consultation undertaken, are defined as follows:
- Being ‘Appropriately Ardwick’: recognise that Ardwick Green is comprised of smaller, defined character areas.
  - Harnessing heritage: huge potential and a notable character rooted in the area’s history and distinctive buildings.
  - Green public place making: increase the amount of greenspace, ecology and biodiversity in the NDF area.
  - A place to live, work and play: ensure that the character areas and mix of uses complement, rather than conflict, with one another.
  - Community-centred activity: Supporting the aims and ambitions of the passionate local community through continued engagement and participation when bringing forward development proposals.
- 8.12 To allow development to come forward in the right manner and allow for a consistent approach, the vision statements set out above are applied to the NDF Extension as summarised below.

### Character Areas

- 8.13 Overall, there is a strong desire to create a vibrant neighbourhood of choice that has opportunities for living, working and leisure time. Like the endorsed NDF, the approach to development within the NDF Extension is defined by smaller, district character areas which build on the observed existing qualities and opportunities. There are four of these character areas in total within the NDF Extension and allow each area to support the vision of being ‘Appropriately Ardwick’.
- 8.14 Development in each character area ought to be holistic so that it addresses

localised needs and opportunities, whilst working together cohesively with the other character areas defined and set out in the endorsed Ardwick Green NDF, to deliver framework-wide connections and strategies.

8.15 This is to create a diversity in the sense of place and to clearly identify the opportunities within character areas. This will seek to ensure sustainable and complementary development comes forward in each area, as well as the NDF Extension as a whole.

8.16 The character areas for the NDF Extension are as follows:

**Temperance Street** – bounded by the railway arches and Temperance Street to the north and includes the Power League pitches to the west, with warehousing to the east.

**Higher Ardwick** – currently occupied by large industrial plots, where a radical rethink of the new streets, space and buildings are required to improve the quality of the area and reinstate street grid of the early 20th century.

**Playing fields** – to the north of the existing Nicholls Campus buildings are a series of sports pitches that are located on the site of the former Ardwick Cemetery, where a new public space could be delivered to support the development of the wider area.

**Nicholls Campus** – home of the Grade II\* listed Nicholls Building that requires a new use once the Manchester College vacate the site and supports the enhancement of the distinctive architectural qualities of the listed building with new high quality developments. Work will be undertaken with Historic England and Manchester City Council's Conservation Officer to understand the extent of the existing Nicholls building Grade II\* listing (Nicholls Campus main building) and identify opportunities to introduce new buildings around the Grade II listed building through an assessment of key views and massing studies, and the feasibility for converting the buildings.

## 9.0 Next Steps – Consultation on the Draft NDF Addendum

9.1 Subject to the Executive's approval, the intention is that this draft extension to the Ardwick Green NDF will be the subject of a public consultation exercise that will take place between May and July 2021, involving local residents, landowners, businesses, developers, statutory and non-statutory bodies and other local stakeholders.

9.2 The consultation process will be designed to raise awareness of the objectives for the Ardwick Green neighbourhood among key audiences, including local stakeholders within the area and a wider audience across the city. Feedback will be gathered to help refine and finalise the NDF with an opportunity for concerns/issues relating to specific areas to be addressed and for consideration to be given to any new suggestions that may enhance the draft proposals.

- 9.3 Once comments have been received and assessed, a final version of the NDF document, incorporating any necessary amendments will be brought back to a future meeting of the Executive for consideration and approval, together with details of an Implementation Strategy for the Ardwick Green to support the delivery of the proposals set out.

## **10.0 Contributing to a Zero-Carbon City**

- 10.1 As set out above, the draft NDF establishes that future development in Ardwick Green will be required to respond to the City Council's Zero Carbon policy through the use of low carbon technologies and solutions in the design and delivery of buildings and infrastructure. The proposals set out in the draft revisions support the provision of residential and employment uses close to the conurbation core and will promote the use of public transport and active travel routes as the primary means of movement; reducing commuting distances and reliance on private cars as the primary means of transport.

## **11.0 Contributing to the Manchester Strategy**

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

- 11.1 The objectives will contribute to the delivery of residential and commercial development that will support the city's economic and residential growth objectives and contribute to the continued growth of the local and regional economy.

### **(b) A highly skilled city**

- 11.2 The objectives of the NDF confirm that Ardwick Green will continue to provide new commercial space in line with adopted planning policy to meet demand from existing and newly established businesses, thus creating and sustaining employment opportunities.

### **(c) A progressive and equitable city**

- 11.3 The NDF offers the potential for Ardwick Green to contribute to meeting Manchester's residential growth targets, responding to the demand for new homes in close proximity to the city centre in a range of types and tenures to meet the needs of a growing workforce who wish to live close to the Regional Centre.

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

- 11.4 The NDF will support the delivery of high quality residential development using state of the art technologies to reduce the carbon footprint and create neighbourhoods with a range of amenities to support its residents close to the conurbation core. The Ardwick Green park is established as the green heart of the neighbourhood and proposes improvements to it while identifying opportunities for green fingers to spread out and begin to sow seeds of change in the surrounding areas through tree planting and pocket parks.



**(e) A connected city**

- 11.5 The NDF supports better linkages through the Ardwick Green neighbourhood and beyond which will provide lifestyle benefits, health benefits and improve the overall accessibility of the area through walking, cycling and other modes of active travel.

**12.0 Key Policies and Considerations****(a) Equal Opportunities**

- 12.1 A key principle of the NDF is to positively engage with community and interest groups in the local area to maximise the potential to create positive change, offer and allow for a community-led approach.

**(b) Risk Management**

- 12.2 Not applicable at this stage of the process.

**(c) Legal Considerations**

- 12.3 Upon approval by the Executive the NDF will become a material consideration for the City Council as Local Planning Authority. The Executive will receive a final version of the updated NDF addendum in the summer of 2021 which will include the results of the public consultation exercise proposed above. Once the Addendum to the NDF has been approved by the Executive it too will become a material consideration for the City Council as Local Planning Authority.

## Appendix 1 – Public consultation comments and responses

### Summary

25 responses to the public consultation were received, 21 via the consultation web pages on the City Council website and 4 by email. The breakdown of respondents is as follows (some respondents classified themselves as being in more than one group):

- Two responses from landowners
- One response from a local business
- Five responses from people who work in the area
- Four responses from statutory bodies
- Six responses from local residents
- Six responses from people who regularly visit the area
- One response from a local interest group

The four responses received by email were from the Environment Agency, CBRE representing a landowner, Manchester and Salford Ramblers and the Medlock Primary School.

Nine respondents noted their overarching support for the framework and the principles upon which it is based, many also set out specific comments for review, which are categorised and captured below.

### Consultation comments and responses

	Comment	Respondent(s)	Response
<b>1</b>	<b>Transport and connectivity</b>		
1.1	The NDF acknowledges that the Ardwick Green area is surrounded by very busy roads and issues relating to this were raised by a significant number of respondents who supported the aim to introduce measures that will improve pedestrian connections with Ardwick Green and	Three residents, two workers, two visitors to the area and one local interest	The NDF acknowledges that the A6 is a busy vehicular route with limited crossing points and there is an aspiration to improve the quality and frequency of these crossing points as part of the aspirations of the NDF.

	neighbouring areas of Brunswick via a crossing on the A6, to Mayfield via a crossing on the Mancunian Way and to the city centre via improvements to the junction at London Road and Downing Street.	group.	A safe and attractive route to Mayfield is initially proposed by improving the pedestrian route and crossing under the Mancunian Way at the London Road junction, which will be brought forward as part of the Mayfield development. As future phases of Mayfield are brought forward, there is an aspiration to connect Ardwick Green to Mayfield across the Mancunian Way subject to technical design and feasibility options being explored.
1.2	The issue about the extent of commuter parking in the area and the problems this creates for local people living, visiting and working in the neighbourhood was raised. There was support for the aspiration of the draft NDF to tackle commuter parking in the neighbourhood with one resident suggesting the introduction of a permit parking system to enable commercial and residential occupiers within Ardwick to utilise their area.	Two residents, one landowner.	The NDF recognises the issues that are presented in the area in relation to commuter car parking and the aspiration to control this within the area.  Options for both traffic calming and controlling commuter parking are both being explored. The Framework helps MCC in understanding where developer contributions could be made to implement environmental improvements in the area and leverage the benefits of sustainable development.
1.3	The volume of traffic generally around the Ardwick Green area and issues relating to noise and air quality was raised, including a suggestion to reduce the speed of traffic on the A6 between Ardwick Green roundabout and Piccadilly Station, to consider interventions to reduce traffic volume to improve the area and its prospect of high quality development and to consider the provision of safer bus and taxi refuge and loading for driver, vehicle and passenger. One respondent	Two residents	The NDF aspires to improve road safety including routes for both cyclists and pedestrians. Future development proposals coming forward in the area will need to consider and respond to the aspirations of the NDF.

	proposed to ensure pedestrian safety for Apollo concert goers by limiting new development around Apollo theatre except for public realm improvements.		
1.4	Active travel initiatives proposed by the draft NDF were welcomed by several respondents. A visitor to the area (and a member of The Ramblers) proposed that the NDF support the creation of a range of walking routes to safely connect all parts of the city centre and adjoining areas. Also proposed were improvements to the pedestrian experience for people walking from Ardwick to Piccadilly Station. A number of respondents supported the proposal to develop good quality cycling infrastructure along the A6 and more widely around the area.	Three visitors, one worker	As opportunities identified in the area are brought forward, there is an aspiration to ensure that they fully contribute to the ambitions of the NDF area. This includes the improvements to walking and cycling routes and crossing points over busy roads.  Good quality cycling infrastructure is being promoted by the City Council as part of its City Centre Transport Strategy and Beelines Network, which are both referenced in the document as strategic opportunities to help this type of movement within the NDF area. Development opportunities are encouraged to address these strategic objectives of the city as they are brought forward.
1.5	One resident proposed the provision of concise motor, pedestrian and cycle access beneath Mancunian Way and further suggested that the Mancunian Way should be reduced to 40 mph and made a designated urban clearway rather than a motorway.	One resident	
1.6	The Medlock Primary School welcomed any steps that enhance the area for the local community, especially steps that will reduce traffic and prioritise pedestrian access. Ardwick	Local primary school	



	Green is already a hub for our community. Making access easier, safer and more pleasurable will only draw more people to enjoy the benefits of this historic centre.		
<b>2</b>	<b>Land use, heritage and the density of new development</b>		
2.1	The proposal that the Dolphin Street area could become a hub of shops, bars, cafes, restaurants and leisure was welcomed. One respondent commented that the type of land use would fit well with the Apollo Theatre nearby.	One worker.	<p>Increasing footfall, activity and vibrancy in the area, in addition to better lighting, during more times of the day will help to improve passive surveillance and help to address some of the issues of anti-social behaviour in the area.</p> <p>The form and type of development coming forward will need to be agreed by way of consultation with the local community and the city council as Local Planning Authority, as well as any other relevant statutory consultees.</p>
2.2	Another commented that the architecture of new buildings needs to fit in with restored period buildings and went on to say that the building heights proposed by the NDF are about right, given the tall buildings proposed in neighbouring Mayfield, and the low-rise housing already present in the area and the neighbouring Brunswick area, all of which must be respected.	One worker	The NDF has provided a series of indicative heights related to the surrounding character of the area and immediate streets. Diversion away from the indicative heights will need to be rigorously tested in both design terms and financial viability in order to justify the specific approach to redevelopment or refurbishment.
2.3	One resident highlighted a lack of local facilities, specifically a medium size supermarket and sports facilities which they felt could have been addressed by the NDF but weren't. Another	One resident and one local interest group.	The NDF recognises that there is a deficit in terms of convenience retail in the area and this should be addressed as development opportunities come forward.

	respondent pointed out how challenging it can be for local retail outlets and that careful thought and consultation with local people will be required if larger retail development were to be considered in the Ardwick Green area.		
2.4	A respondent supported the aim of the NDF to improve and further develop the affordable and social housing offer in the area but suggested that lessons are learned from the experience in Brunswick and Grove Village where many homes have been purchased by landlords who charge large rents paid so that people can live close to the city centre.	Local interest group	The contribution to affordable housing references the City Council's planning policy. The Neighbourhood Development Framework must be brought forward in line with existing planning policies. Each development opportunity moving forward will need to provide a detailed financial viability appraisal in order to assess the opportunities for providing affordable housing on site.
2.5	The Medlock Primary School, whilst agreeing with the principles of the draft NDF, expressed grave concerns with the proposal to reinstate a built frontage to the south side of Ardwick Green South on land currently used as the school playground and land used by the school as a wild area.	Local primary school	The supportive comments from the Medlock Primary School are welcomed and noted. With regard to the building proposed on the existing school playground, this was an error in a plan that has now been addressed to confirm that there is no aspiration for development on this part of the site.
2.6	Plans to retain the heritage buildings in the area making them a strong key focal point was strongly supported.	Local worker	Harnessing heritage is one of the main ambitions of the NDF, which it is felt could develop the strong and distinctive character that is evident in the area. The use and reuse of existing high-quality industrial buildings is strongly supported by the NDF and the type of use within these buildings should be tested to understand the most appropriate type of activity in order to support the ambitions of the area.

<b>3</b>	<b>Green and public spaces</b>		
3.1	A key objective of the NDF, the protection of Ardwick Green Park as a local green space at the heart of the neighbourhood to provide community and health benefits, was welcomed and supported by six respondents.		The NDF is supportive of the enhancement of greenspaces within the area, which relates to both the park and also the surrounding streets and spaces, in order to create a better environment for all.
3.2	A local interest group expressed their support for retaining and enhancing green areas to develop Ardwick Green park into something more that local community will use.	Local interest group and the local primary school.	Aspirations to improve the park are set out in the NDF. There are clear opportunities to provide better play and public gym equipment and spaces within the park to support the local community.
3.3	A respondent who works in the area welcomed additional and improved green space for recreation and exercise.	One worker	
3.4	It was suggested that more seating and places for children to play in addition to provision in Ardwick Green would also improve the area greatly. A resident reported that groups of children play football in the park after school and suggested that a fenced basketball court would be a great addition allowing children and young adults to partake in sports like football and basketball, keeping active and increasing community spirit.	One resident and one visitor to the area	Whilst the NDF cannot be specific on the type or location of play equipment for children or young adults, the objectives of the NDF support improvements and better activities within the park to enhance the value of this existing greenspace.
<b>4</b>	<b>General comments</b>		
4.1	A resident responded that the draft NDF is comprehensive and excellent.		Comment noted.

4.2	Another resident reported that the document (at 49 pages) is not an easy or simple read and would recommend a much simpler, more illustrative guide be produced for wider consultation in this and any other NDFs proposed.	Resident	Whilst every attempt has been made to make the NDF document as accessible as possible, the language used to support key diagrams is necessary in order to allow the document to robustly support the positive development of the area over time.
4.3	A local worker felt the development of the area can't come soon enough and would welcome interventions from the council to speed it up	Local worker	Comment noted.
4.4	A landowner responded that the area is a forgotten oasis within the City Centre and it is important to sensitively develop the surrounding area without losing its charm.	Landowner	Comment noted.
4.5	Another landowner said they strongly agree with the current findings of the consultation and welcome the ongoing works the Council are engaged in.	Landowner	Comment noted.
4.6	A local resident reported anti-social behaviour associated with supported housing in the neighbourhood.	Resident	It is acknowledged that the safety and security of the area, including the ways in which to manage anti-social behaviour, needs to be addressed. Increased amounts of footfall, activity and vibrancy in the area, in addition to better lighting, during more times of the day will help to improve passive surveillance.



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# 1 Introduction

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- 1.1 Ardwick Green is a neighbourhood on the edge of the city centre that encompasses a diverse range of streets, spaces, residential properties and businesses, whilst offering the opportunity for new development that could enhance its distinctive character, add to the quality of place and improve liveability, if approached in the appropriate way.
- 1.2 This Neighbourhood Development Framework (NDF) has been prepared to guide the future development of Ardwick Green in order to steer the quality of new development and supporting public realm, highways and other community infrastructure that will seek to deliver a safe, accessible, vibrant, unique and sustainable neighbourhood.
- 1.3 The need for this NDF is derived from Ardwick Green's proximity to the City Centre's employment, leisure, cultural attractions and transport connections. Combined with improving economic conditions in the City Centre, this has resulted in significantly increasing levels of development interest in certain parts of the Study Area.
- 1.4 This document, created through positive engagement with the local community and key stakeholders will, along with planning policy, seek to guide development activity in a way that is beneficial, contextual, appropriate, and distinctively Ardwick.
- 1.5 The NDF has been prepared to provide the basis for a formal public consultation exercise that will be undertaken with local residents, businesses, land owners and a range of statutory and non-statutory stakeholders. A final version of the NDF will be produced following an assessment of comments and representations received and taking into account any adjustments required as a result. Subject to endorsement of the NDF at Manchester City Council's Executive Committee meeting, this document will become



a material planning consideration for any development activity planned in the area.

- 1.6 The NDF has been prepared and is brought forward in line with national and local planning policy, including the key tenets of the National Planning Policy Framework (2019, as revised), and Manchester City Council’s Core Strategy (2012) and other material considerations.

### Ardwick Green – An Introduction to the Neighbourhood Development Framework (‘NDF’) Area

- 1.7 The Study Area as a whole is an area of different characteristics with varying opportunity. This Framework has been prepared on the basis of distinctive, but interconnected, Character Areas that are each afforded their own nuanced objectives within the overall Framework.

- 1.8 Ardwick Green is a modestly sized mixed use area with a residential community at its heart located on the edge of Manchester City Centre, with a range of commercial occupiers also operating a number of small and niche businesses ranging from the creative and digital, warehousing and distribution as well as manufacturing and textiles.

- 1.9 Development of the area since its urban creation in the 18th century offers a distinctive character that differentiates it from other similarly sited areas around the city, noted in many of its Georgian features. It was historically, and is still, centred on the valued Ardwick

Green Park that was originally bordered by a series of Georgian properties that still remain to an extent.

- 1.10 As development activity has increased in the city centre over the last 30 years in particular, the area has been increasingly used as an informal commuter car park, with many road users parking on residential streets with uncontrolled parking or the patchwork of surface car parking in the area.

- 1.11 Further analysis of the Ardwick Green is provided in this document, along with an understanding of its strategic and planning context, is provided in the remaining sections of this document.

- 1.12 Following this detailed analysis, the objectives promoted to control this are set out in this NDF, both addressing the current issues and advocating that any development provides good quality sustainable transport options, for example, in accordance with planning policy.

#### Project Partners

- Manchester City Council
- ONE Manchester

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#### Contributors

- Ardwick Green Resident’s Association
- Brunswick Resident’s Association
- All those from the local and surrounding community who engaged with any of the sessions held during the production of this NDF.

#### NDF Structure

- 1.13 The remainder of the Ardwick Green Neighbourhood Development Framework is structured as follows:

- Section 2 – Policy Context
- Section 3 – Strategic Context
- Section 4 – Vision
- Section 5 – Area Analysis
- Section 6 - Design and Development Objectives
- Section 7 – Implementation and Delivery



## 2 Planning Policy Context

### Manchester Core Strategy (2012)

- 2.1 Manchester adopted its Core Strategy in 2012. The CS sets out the City Council's vision for Manchester to 2026, along with the planning policies that provide the framework for delivering that vision. The Core Strategy provides strategic planning policy to underpin the delivery of the City Centre Strategic Plan and the Strategic Regeneration Frameworks, and their contribution to the Sustainable Community Strategy.
- 2.2 Currently, the Ardwick Green area can be defined as falling within both 'Central Manchester', and the 'Inner City'. Policies within the Core Strategy of particular relevance to Ardwick Green, which are set out in full below, include:
- Policy SP1 Spatial Principles: An emphasis is on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres, which meet local needs, all in a distinct environment. The majority of new residential development in these neighbourhoods will be in the Inner Areas, defined by the North, East and Central Manchester Regeneration Areas. It is noted that the River Valleys, including the Irwell, and the City Parks, are particularly important; access to these resources will be improved.
  - Policy EC1 Employment and Economic Growth: Development will be supported in sectors that make significant contributions to economic growth and productivity including health, education, retailing, cultural and tourism facilities. The city centre is identified as key areas for employment, and the policy recognises that employment can be provided through a range of activity, including education, retailing, culture and tourism.

- Policy EC8 Central Manchester: Central Manchester is expected to provide approximately 14 ha of employment land. The Council will promote development which has had regard to ensuring employment within Central Manchester complements those uses within the City Centre; and improving public transport, walking and cycling connectivity between residential neighbourhoods and employment locations.
  - Policy H1 Overall Housing Provision: approximately 60,000 new dwellings will be provided for in Manchester between March 2009 and March 2027. 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 population. The design of a scheme should contribute to the character of the local area. All proposals should make provision for usable amenity space, parking of cars and bicycles and prioritise sites close to high frequency public transport routes.
    - o New housing will be predominantly in the North, East, City Centre and Central Manchester, these areas falling within the Regional Centre and Inner Areas of Manchester. Within the Inner Areas in North, East and Central Manchester densities will be lower but generally around 40 units per hectare. The type, size and tenure of the housing mix will be assessed on a site by site basis and be influenced by local housing need and economic viability. Outside the Inner Areas the emphasis will be on increasing the availability of family housing therefore lower densities may be appropriate.
  - Policy H8 Affordable Housing: new development (for all residential developments on sites of 0.3 hectares and above or where 15 or more units are proposed) should contribute to the City-wide target for 20% of new housing provision to be affordable. Developers are expected to use the 20% target as a starting point for calculating affordable housing provision. It is envisaged that 5% of new housing provision will be social or affordable rented and 15% will be intermediate housing, delivering affordable home ownership options.
  - Policy T1 Sustainable Transport: aims to deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking; both to support the needs of residents and businesses, and reduce congestion. Developments should seek to improve and develop pedestrian and cycle routes, and access to public transport.
  - Policy EN1 Design Principles and Strategic Character areas: In the Central Arc character areas, it is identified that opportunity exists for development on a large scale using innovative urban design solutions. These should use District Centres and key nodes of public transport as focal points and involve existing communities.
  - Policy EN3 Heritage: Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.
  - Policy EN9 Green Infrastructure: New development will be expected to maintain existing green infrastructure in terms of its quantity, quality and multiple function. Where the opportunity arises and in accordance with current Green Infrastructure Strategies 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. Where the benefits of a proposed development are considered to outweigh the loss of an existing element of green infrastructure, the developer will be required to demonstrate how this loss will be mitigated in terms of quantity, quality, function and future management.
  - Policy PA1 Developer Contributions: Where needs arise as a result of development, the Council will seek to secure planning obligations in line with Circular 5/2005, Community Infrastructure Levy regulations or successor regulations/guidance. Where development has a significant impact on the Strategic Road Network developer contributions would be sought through section 278 agreements.
    - o The nature and scale of any planning obligations sought will be related to the form of development and its potential impact upon the surrounding area. Where appropriate, any such provision will be required to be provided on site. Where this is not possible, a commuted sum payment is likely to be sought. In determining the nature and scale of any planning obligation, specific site conditions and other material considerations including viability, redevelopment of previously developed land or mitigation of contamination may be taken into account. The timing of provision of infrastructure and facilities will be carefully considered in order to ensure that appropriate provision is in place before development is occupied. These issues will be addressed in accordance with guidance in Strategic Regeneration Frameworks and local circumstances. In drawing up planning obligations Manchester City Council gives a high priority to the regeneration objectives set out in the Regeneration Frameworks for each area of the City.
- 2.3 Manchester City Council are looking to refresh the Core Strategy in light of the emerging GMSF, which is due for further publication in summer 2020. The review of the Core Strategy will be an opportunity to update planning policy for the city, including the Ardwick Green area.

## Saved Policies of the Manchester UDP

- 2.4 It is considered that the four policies below are of particular relevance to the Ardwick Green area.
- **Policies E3.3 and E3.4** – The Council will upgrade the appearance of the City’s major radial and orbital roads and rail routes. This will include improvements to the appearance of adjacent premises; encouraging new development of the highest quality; and ensuring that landscape schemes are designed to minimise litter problems. The Council will create a network of safe and attractive major linear recreational open spaces by linking and making better use of river valleys, canals, disused railways and other appropriate areas of open space.
  - **Policy AB8** notes that sites within the Ardwick Green area are suitable for B1 Office / Industrial use.
  - **Policy AB10** the Council will improve pedestrian facilities and, where appropriate, provide traffic calming measures in neighbouring residential areas, improve and maintain public transport use and enhance the opportunities for economic regeneration in the area.

## Further Material Considerations

### National Planning Policy Framework

- 2.5 The National Planning Policy Framework (NPPF) is a material consideration in the determination of all planning applications and articulates the priorities of ‘The Plan for Growth’ within planning policy. The original NPPF in 2012 introduced a ‘presumption’ in favour of sustainable development and supports proposals that are in accordance with policies in an up-to-date Development Plan.
- 2.6 The NPPF was updated most recently in 2019, but retained the fundamental principle for a presumption in favour of sustainable development. On 30 January 2021, the NPPF

was publicised in a consultation draft for comment until 27 March 2021 and seeks to update the language to align with the UN Sustainable Development goals, design codes, and acknowledge changes to housing requirement calculations.

- 2.7 Sustainable development is about positive growth that supports economic, environmental and social progress for existing and future generations, as follows:

a) 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;

b) 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

c) 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, and mitigating and adapting to climate change, including moving to a low carbon economy.

- 2.8 The NPPF states that the planning system should be genuinely plan-led and that plans should:

- a) be prepared with the objective of contributing to the achievement of sustainable development;
- b) be prepared positively, in a way that is aspirational but deliverable;
- c) be shaped by early, proportionate and effective

engagement between planmakers and communities, local organisations, businesses, infrastructure providers and operators and statutory consultees;

d) contain policies that are clearly written and unambiguous, so it is evident how a decision maker should react to development proposals;

e) be accessible through the use of digital tools to assist public involvement and policy presentation; and

f) serve a clear purpose, avoiding unnecessary duplication of policies that apply to a particular area, including policies in this Framework, where relevant.

- 2.9 Paragraph 28 states that non-strategic policies should be used by local planning authorities and communities to set out more detailed policies for specific areas, neighbourhoods or types of development.

- 2.10 Paragraph 35 outlines the criteria against which plans should be assessed on whether they are ‘sound’, comprising:

a) Positively prepared – providing a strategy which, as a minimum, seeks to meet the area’s objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;

b) Justified – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;

c) Effective – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and

d) Consistent with national policy – enabling the delivery of

sustainable development in accordance with the policies in this Framework.

2.11 These tests of soundness will be applied to non-strategic policies in a proportionate way, taking into account the extent to which they are consistent with relevant strategic policies for the area.

2.12 It is therefore critical that this Ardwick Green NDF promotes sustainable development in line with national and local planning policy to ensure that the formulation of the area-based guidance is robust.

## Supplementary Planning Guidance

### Manchester Residential Quality Guidance (2016)

2.13 The Manchester Residential Quality Guidance document was endorsed in December 2016 and aims to ensure that high quality, sustainable housing that meets the needs of the city and its communities will be built. It sets out the components of residential quality to be aligned with as follows:

- Make it Manchester: understanding the character and quality of the various parts of the city and reflect that in the design.
- Make it bring people together: encouraging a sense of community and neighbourliness
- Make it animate streets and spaces: the interrelationship between being, streets and spaces in making a place feel safe and inviting.
- Make it easy to get around: ensure development is well connected and easy to get around.
- Make it work with the landscape: enhancing and improving connection with landscape and nature.
- Make it practical: dealing with the clutter of life.

- Make it future proof: anticipate the impacts of climate change and make residential design more efficient.
- Make it a home: provide sufficient space, natural life and allow people to settle and flourish.
- Make it happen: make sure residential schemes are deliverable.

2.14 Prospective developers and their design teams bringing forward sites for residential development within the Ardwick Green area must demonstrate that the scheme will deliver accommodation of the very highest quality that complies with the guidance.

2.15 Proposals that do not comply with this guidance must provide a compelling justification, based on evidence and options analysis, in order to avoid refusal. This approach underpins the Council's aspiration to encourage the delivery of the highest quality range of residential development, which will contribute to sustainable growth and help establish Manchester as a world class city.

### Allocations

2.16 This Framework does not seek to provide new development allocations for the area and is intended to act as a guide to future development proposals and activity in the area. In this regard, reliance must be had on the existing allocations for the site, which have been reviewed and summarised below for completeness:

- As per Core Strategy SP1, the NDF area is allocated as an Inner Area, which emphasises the need for new housing developments in regeneration areas. It is also located within the Central Manchester area, to which the policies ECH8 and H5 of the Core Strategy, set out above, have relevance.
- Areas to the north of the site, to the south of the Mancunian Way, are allocated for economic development. This is located to the east of Union Street. Vacant land fronting Ardwick Green is also allocated for economic development.

- The A6 and A57, which both run into and through Ardwick Green, are recognised as major road improvement corridors.



### Economic and Market Context

- 3.1 Manchester's economy continues to benefit from the growth of financial and professional services and is being further strengthened and diversified by high added value growth in key sectors such as creative and digital, science and innovation, culture, sport and tourism.
- 3.2 Economic growth has also been supported by Manchester's expanding international connections, centres of excellence in research and higher education, and investment in transport infrastructure, which has increased the diversity and scale of the cities labour markets.
- 3.3 Prospects for economic growth are closely tied to the ability to attract and retain the most talented individuals. It is therefore critical to focus efforts on improving Greater Manchester's attractiveness as a location to live, study, work, invest and do business.
- 3.4 In this regard, a key priority is the delivery of high-quality residential accommodation, consistent with the requirements of Manchester's Residential Quality Guidance, and located within neighbourhoods of choice.
- 3.5 Finally, the Manchester Strategy 2016-25 identifies a clear vision for Manchester's future, where all residents can access and benefit from the opportunities created by economic growth.

## Manchester: A Growing City

- 3.6 Manchester has become recognised as one of Europe's most exciting and dynamic cities, following a thirty-year programme of transformation. The city has a diverse population of approximately 576,000<sup>1</sup> according to most recent estimates and continuing to grow rapidly.
- 3.7 Population growth in recent years has been particularly clear among the younger 20-35 years demographic, attracted to Manchester's lifestyle and increasing employment opportunities, and this in turn is driving further economic growth and enhanced productivity.
- 3.8 The City of Manchester is located at the heart of Greater Manchester, the largest conurbation outside of London, which has a resident population of over 2.8<sup>2</sup> and a combined GVA of over £65.5 billion, accounting for around two fifths of the North West's economic output<sup>3</sup>.
- 3.9 In 2017, almost one third of the £65.5 billion of GVA generated in Greater Manchester was produced in the City of Manchester<sup>4</sup>. Manchester is one of the fastest growing cities in Europe.
- 3.10 By 2025, in excess of 600,000 people are expected to live in the city, up 7.6% on the 2015 estimate. Employment growth of 8.9% is forecast in Manchester between 2016 and 2025 (and 14.1% in the period 2016 to 2036). Prior to COVID-19, this growth rate is forecast to add 35,200 jobs to the Manchester economy, taking the total employment level towards 430,000 in 2025.
- 3.11 In addition, a significant proportion of forecast employment growth was expected to occur in sectors with higher than average GVA. GVA was expected to increase by 21.8% to 2025 with a 45.2% change forecast from 2016 to

2036. During this period, GVA across Greater Manchester is forecast to rise by an average of 2.26% per year, increasing to over £82.8 billion by 2036<sup>5</sup>.

- 3.12 Manchester's enhanced economic performance has been underpinned by a move from its traditional manufacturing and industrial role towards a service-based, high growth economy. Importantly, it is this sector of the economy that provides a large proportion of the high skilled and high productivity jobs in the national economy. Manchester's current and future competitive position is underpinned by a number of key economic assets as set out below, which remain in spite of the current impact of COVID-19.

## Thriving Regional Centre and National Destination

- 3.13 Over the last 20 years Manchester City Council has driven the physical and economic renewal of the City Centre through the development and implementation of strategic frameworks for sustained regeneration, investment and service improvement to ensure that Manchester maintains its position as the nation's leading Regional Centre and that it can successfully compete as an international investment location and visitor destination.

## Trend in Businesses Looking for Agglomeration Benefits

- 3.14 Increasingly businesses are looking for benefits from agglomeration. Business sectors which are influenced by agglomeration (where entrepreneurs, companies, new start-ups and talented workers from disparate economic growth sectors are keen to cluster in locations which can provide business and networking opportunities) are attracted to locations where there are deep labour markets offering an exceptional range of highly qualified and skilled staff.

- 3.15 Manchester's existing business base ensures that it is in prime position to attract such companies that benefit from clustering. This is particularly prevalent in the Technology, Media and Telecoms (TMT) industry as evidenced by the continued growth of MediaCity:UK, for example.

## Mobile and Skilled Workforce

- 3.16 The Manchester City Region offers a high quality and growing workforce of some 7.2 million within an hour's commute of the city. 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 Manchester<sup>6</sup>.

## Accessibility

- 3.17 Manchester has continued to invest significantly in its transport infrastructure, delivering major improvements in terms of accessibility to the regional centre. This effectively stretches and increases the capacity of its travel to work area (and therefore pool of labour), and enhances connectivity between businesses. It also makes the city centre easier to get around and a better place in which to live.
- 3.18 There are a number of strategies that are being progressed by Manchester City Council, set out later in this section, that seek to improve connectivity across the Local Authority and the wider Greater Manchester region. These strategies will directly influence the form and function of new and improved connections that could be brought forward in Ardwick Green to ensure a joined up approach to promoting sustainable travel and reduce reliance on cars for all journey types.

<sup>2</sup> Invest in Manchester, Access to Talent, <https://www.investinmanchester.com/why-manchester/talent> - accessed August 2020

<sup>3</sup> Office for National Statistics, Regional Gross Value Added (Income Approach) tables (released 12 December 2018), <https://www.ons.gov.uk/file?uri=/economy/>

<sup>4</sup> Office for National Statistics, Regional Gross Value Added (Income Approach) tables (released 11 December 2018), <https://www.ons.gov.uk/economy/grossvalueadded/gva/datasets/regionalgrossvalueaddedincomeapproach>. Accessed 27 September 2019.

<sup>5</sup> Greater Manchester Combined Authority, Greater Manchester Forecasting Model: Summary of outputs (2017 update), [http://www.manchester.gov.uk/download/downloads/id/25330/i14\\_greater\\_manchester\\_forecasting\\_model\\_017\\_-\\_manchester.pdf](http://www.manchester.gov.uk/download/downloads/id/25330/i14_greater_manchester_forecasting_model_017_-_manchester.pdf). Accessed 26 September 2019.

<sup>6</sup> Invest in Manchester, Universities in Manchester Access to Talent, <https://www.investinmanchester.com/why-manchester/talent> - accessed August 2020

## Manchester International Airport

3.19 Manchester's airport is the third largest in the UK, and is the primary gateway for the north of England, serving over 200 destinations worldwide. Direct flights serve all of Europe's major cities and the airport provides long haul routes to North America, the Middle East, Asia and Australasia. At present the airport serves about 26 million passengers a year, forecast to rise to 45 million by 2030.

## Sport

3.20 Manchester's pre-eminence in football is represented by the presence of two of the leading teams in England, Europe and the world. Manchester City Football Club is based at the Etihad Campus, approximately 2 km from the Ardwick Green area.

3.21 The city is also home to the National Cycling Centre and has established itself as the home for the British Cycling Team. Additionally, the National Squash centre has developed as a global centre of excellence, the GB Water Polo Team uses the pool facilities at Beswick, and the GB Taekwondo team is based at Ten Acres Lane.

3.22 The recently opened Manchester Institute of Health and Performance (MIHP) in Beswick is the home of the English Institute of Sport and the facilities within that complex are world leading. Other major sports such as rugby league, rugby union and cricket have a significant presence across the conurbation.

## Culture, Leisure and Tourism

3.23 The importance of culture, leisure, and tourism to the Manchester economy is increasing, underlining the significance of the City's existing and growing asset base. Whilst there has been a short-term impact as a result of COVID-19, a long-term trajectory of growth is anticipated in the sector.

3.24 In recent years, this has been boosted by significant investment in new world class facilities and events, such

as the Whitworth Art Gallery and the forthcoming Factory Manchester in St John's (which will become a permanent home for the Manchester International Festival).

3.25 Such investments have sustained and opened new domestic and overseas markets, giving Manchester its status as the third most visited city in the UK by international visitors (after London and Edinburgh), with the city experiencing a 21% rise in the number of international visits since 2005.

## Emerging Residential Trends

3.26 Developing socio-economic trends, as described above, are driving changes in how people chose to live. Development activity and investment in residential construction in Manchester has increased significantly during the years 2014 to 2019. For four consecutive years, residential schemes have been the main driver of record levels of development activity in the city region.

3.27 Most of the development that has taken place in the residential sector have focussed on formalising and professionalising the rental market in the city. New residential schemes for rent are now typically owned and managed by one operator with all bills included and significant residential amenity provision.

3.28 The city is now seeking to increase family home provision in the city, in areas like the Northern and Eastern Gateways and Ardwick, with lower density.

## Regional Strategic Policy

### The Greater Manchester Strategy

3.29 The Greater Manchester Strategy ('GMS') is Greater Manchester's overarching strategy which has set the strategic framework for policy development across GM since 2009 and was updated in July 2017.

3.30 This is the third Greater Manchester Strategy and it builds on the substantial progress made since the first was

published in 2009 and the most recent refresh in 2013. The strategy was refreshed to reflect the change in the economic and political climate, particularly:

- the substantial devolution that is now underway in Greater Manchester;
- the Mayoral election in May 2017 and the Mayor's manifesto commitments; and
- the changing economic and political climate, particularly the vote to leave the EU.

3.31 The Greater Manchester Strategy sets out a very clear vision for the city region. It states 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."

3.32 The strategy for achieving this vision is structured around 10 priorities, reflecting the life journey:

- Priority 1: Children starting school ready to learn;
- Priority 2: Young people equipped for life;
- Priority 3: Good jobs, with opportunities for people to progress and develop;
- Priority 4: A thriving and productive economy in all parts of Greater Manchester;



- Priority 5: World-class connectivity that keeps Greater Manchester moving;
  - Priority 6: Safe, decent and affordable housing;
  - Priority 7: A green city-region and a high quality culture and leisure offer for all;
  - Priority 8: Safer and stronger communities;
  - Priority 9: Healthy lives, with quality care available for those that need it; and
  - Priority 10: An age-friendly city-region.
- 3.33 The GM approach to delivering these priorities is underpinned by five key enablers:
- Enabler 1: Communities in control;
  - Enabler 2: People at the heart of everything we do;
  - Enabler 3: An integrated approach to place-shaping;
  - Enabler 4: Leadership and accountability; and
  - Enabler 5: Taking control of our future.
- 3.34 The GMS provides the high level framework for action based on a robust evidence base and the results of public consultation. More detailed plans, developed and led by city-region-wide partnerships, set out the specific actions, interventions and investment required to deliver the GM strategic priorities and achieve the GM vision. There are a number of documents that support the delivery of the GMS as follows:
- **The Greater Manchester Investment Strategy:** supports the implementation of the GM Strategy through investment to create and safeguard jobs, primarily through loans to support the recycling of funding in order to

maximise the impact of investment over several funding cycles. The establishment of a second GM Transport Fund to underpin an integrated whole-system approach to the management of the GM transport network and the delivery of Greater Manchester’s transport priorities is being proposed.

- **The Climate Change and Low Emissions Implementation Plan:** 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.
- **The Greater Manchester Work and Skills Strategy:** sets out the GM approach to delivering a work and skills system that meets the needs of GM employers and residents.
- **The Northern Powerhouse Strategy:** 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
- **The Greater Manchester Growth Strategy:** demonstrates how the opportunities provided by HS2 and Northern Powerhouse Rail will be maximised for the benefit of businesses and residents within the city and across GM.
- **The Growth Strategy:** emphasises the importance of HS2 and NPR to the city and the city region, highlighting the significant growth and jobs benefits that these programmes can bring, and demonstrating how the opportunities will be maximised for the benefit of businesses and residents within the city and across GM.

### Draft Greater Manchester Spatial Framework (‘GMSF’, 2019)

- 3.35 The Draft Greater Manchester Spatial Framework (GMSF) seeks to enable an informed, integrated approach to be taken to strategic development planning across Greater Manchester. The purpose of the GMSF is to enable Greater Manchester to manage land supply across the city region in the most effective way, in order to achieve the vision set out in the GMSF and is based on a clear understanding of the role of places and the connections between them.
- 3.36 Built on a robust analysis of projected employment growth, including a sectoral analysis of Greater Manchester’s key growth sectors, and an assessment of demographic change and the housing requirements arising from such change, the GMSF will provide a clear perspective of land requirements, along with the critical infrastructure - transport, digital, energy, water and waste - required to support development.
- 3.37 Higher levels of new development will be accommodated in inner areas, enabling new people to move into these highly accessible areas whilst retaining existing communities. A high priority will be given to enhancing the quality of existing and new places, including through enhanced green infrastructure and improvements in air quality.
- 3.38 The first draft of the GMSF was published for consultation on 31st October 2016 and a further consultation on the Revised Draft GMSF then took place between January and March 2019. Over 17,000 responses were received during the consultation process across Greater Manchester.



3.39 On the 30 October 2020 the AGMA Executive Board unanimously agreed to recommend GMSF 2020 to the 10 Greater Manchester Councils' for approval to consultation at their Executives/Cabinets, and approval for submission to the Secretary of State following the period for representations at their Council meetings.

3.40 At its Council meeting on 3 December 2020, Stockport Council resolved not to submit the GMSF 2020 following the consultation period and at its Cabinet meeting on 4 December, it resolved not to publish GMSF 2020 for consultation. As such, the 9 remaining Greater Manchester Authorities agreed to progress a revised Greater Manchester Spatial Framework for publication.

3.41 The 'Publication stage' is a formal consultation on the draft joint Development Plan that provides an opportunity for organisations and individuals to submit their final views on the content of the plan, which will be progressed during 2021.

#### 'Made to Move' Beelines Strategy (2018)

3.42 This plan is an update on the 'Made to Move' strategy (2018) and Bee Network launch (2019) and focuses on how the Bee Network, a 1,800 mile network of walking and cycling routes across Greater Manchester will be delivered. The Bee Network will support the delivery of 'Our Network': Greater Manchester's plan for an integrated, simple and convenient London-style transport system. It will allow people to change easily between different modes of transport, with simple affordable ticketing and an aspiration to have a London-style cap across all modes.

3.43 This would include orbital routes that allow people to travel around the city-region, as well as in and out of the centres.

3.44 These activities will all work to support the delivery of the Greater Manchester Transport Strategy 2040 which

sets out a vision for at least 50% of all journeys in Greater Manchester to be made by walking, cycling and public transport by 2040. Ways in which Ardwick Green can support these ambitions requires further technical work to understand the form and layout of new and improved cycle connections to link in with this wider network.

#### TfGM: Greater Manchester Transport Strategy 2040

3.45 The Transport Strategy 2040 statement sets out a vision for "World class connections that support long-term, sustainable economic growth and access to opportunity for all" and seeks to address the four critical transport challenges of supporting sustainable economic growth, improving quality of life, protecting the environment and developing an innovative city region.

3.46 The 2040 Strategy and associated delivery plans is relevant to Ardwick because of its broad yet integrated approach to delivering significant improvements to the way people travel both across the region and locally. This strategy will directly influence the decisions made in Ardwick in order to connect into the wider city centre and improve accessibility across the Local Authority area.

3.47 The Strategy seeks to create a region that is integrated in efforts to improve health and resilience, tackle congestion, combat air pollution, improve bus services, support interchanges between modes, and deliver walking and cycling infrastructure, and local centre enhancements.

#### Local Strategic Policy

#### Manchester Strategy 2016-25 ("Our Manchester")

3.48 The Manchester Strategy 2016-25 was adopted by MCC in January 2016 and updated in updated in July 2017; setting the ambitions for the city for the next decade at that time. The Strategy sets out a vision for Manchester to be in the top flight of world-class cities by 2025, when 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.

3.49 The 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. This impetus has been reflected in our engagement strategy with the local community and the establishment of a local development forum would continue this engagement.

#### Manchester City Council Climate Change Emergency

3.50 A motion was passed by Manchester City Council to declare a climate change emergency on the 10th July 2019, which included a commitment to:

- Investigate and introduce measures to help reach domestic zero carbon levels including addressing fuel poverty and retrofitting existing homes; and
- Investigate ways to ensure that future local plans place a mandatory requirement for all new development to be net zero carbon by the earliest possible date

3.51 This follows on from the adoption of targets set by the COP21 Paris Agreement by Manchester City Council in

November 2018, as part of the 'Playing Our Full Part' proposal to the City Council from the Manchester Climate Change Agency.

- 3.52 In March 2020 the Manchester Climate Change Agency and Partnership launched Manchester Climate Change Framework 2020-25; the city's high-level strategy for meeting our climate change objectives and targets. The four objectives are as follows:
- Objective 1 – Staying within our carbon budgets: sticking to 15 million tonne carbon budget up to 2100 from direct emissions and reducing aviation and indirect CO2 emissions.
  - Objective 2 – Climate adaptation and resilience: adapting the city's buildings, infrastructure and natural environment to the changing climate and increasing climate resilience of our residents and organisations.
  - Objective 3 – Health and wellbeing: couple actions that reduce our CO2 and to help those most in need to adapt and be resilient.
  - Objective 4 – Inclusive, zero carbon and climate resilience: where everyone can benefit from taking an active role in decarbonising and adapting the city to the changing climate.
- 3.53 The Council is committed to making sure that these targets are regularly reviewed and monitored for their progress. The built environment has a significant part to play in ensuring the Council can meet its targets

### Manchester's Great Outdoors: a Green and Blue Infrastructure Strategy for Manchester 2015-25

- 3.54 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.
- 3.55 The vision for green and blue infrastructure in Manchester over the next 10 years is that by 2025 high quality, well maintained green and blue spaces will be 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.
- 3.56 Businesses will be investing in areas with high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.

### Manchester Residential Growth Strategy (2016)

- 3.57 Recognising the critical relationship between housing and economic growth, Manchester City Council has approved a Residential Growth Strategy which seeks to deliver a minimum of 25,000 new homes in a ten-year period between 2016 and 2025.
- 3.58 This policy framework aims to ensure that there is the right quality, mix and type of housing in the right locations to meet demand and changing demographics, develop neighbourhoods of choice and improve equality amongst the city's residents in terms of housing choice, quality and affordability in order to develop strong communities.

### Housing Affordability Policy Framework (2016)

- 3.59 The Residential Growth Strategy has been strengthened and refined by the development of the Housing Affordability Policy Framework which seeks to explicitly link household income to the provision of new homes across the city.
- 3.60 This is to ensure that residents who are on or below the average household income for Manchester have access to decent and secure homes. The policy recommends that the City Council aims to deliver between 1,000 and 2,000 new affordable homes in Manchester each year.
- 3.61 This Framework defines affordable housing as homes that cost no more than 30% of gross household income for those at or below the City's then average income of £27,000. The Council subsequently agreed at its Executive in May 2018 that no Manchester resident should have to spend more than 30% of their household income on accommodation - and ideally less.
- 3.62 In September 2019 the Executive noted an increase in the forecast Residential Growth delivery target for new homes in Manchester from April 2015 to March 2025 of an additional 7,000 homes to 32,000 including an increase in the target for affordable homes to a minimum of 6,400.

### City Centre Transport Strategy

- 3.63 Following initial endorsement of a Draft City Centre Transport Strategy in November 2019, Manchester City Council has now prepared a formal consultation draft that was issued in September 2020 for public comments. This seeks to establish an ambitious target for 50% of all journeys in Greater Manchester to be made on foot, by bike or using public transport by 2040. This would equate to one million more sustainable journeys per day.

3.64 To achieve it will be necessary to consider City Centre streets, highways and transport networks in a new way to identify how to reduce the negative impacts of vehicles, how to make the environment a more pleasant place for pedestrians and cyclists, and consider how to best make use of highly valuable city centre space, whilst ensuring the City Centre continues to thrive as the hub for economic growth. Seven ambitions to improve city centre travel are outlined:

- The city centre is more attractive for walking
- The city centre is cleaner and less congested
- More people choose to cycle to destinations within the city centre
- The city centre benefits from better public transport connections
- Parking is smarter and integrated with other modes
- Goods are moved and delivered sustainably and efficiently to and within the city centre
- Innovation is embraced where it benefits the city centre and its users

3.65 For Ardwick, the Draft CCTS recognises that the major infrastructure acts as barrier for people accessing the city centre core and these are an impediment to sustainable development of the city centre as it expands. Reducing reliance on the private car in the city centre should also not detrimentally impact areas like Ardwick and others on the City Centre edge. Use of the city’s controlled parking zone will be reviewed on an ongoing basis as part of the CCTS.

3.66 Consultation on the published draft CCTS was commenced in September 2020 and concluded on the 04 November 2020. An updated version of the CCTS is anticipated to be brought forward during 2021, and the principles set out in that document will seek to deliver positive changes within the NDF area. This strategy will directly influence the form and location of transport connections for both pedestrians and bicycles.

#### Area-based Regeneration Context

3.61 This section sets out the relevant area-based regeneration guidance applied to areas adjacent to Ardwick to appreciate how the NDF area can best align with the opportunities presented by this supportive regeneration context.

#### Central Manchester SRF (2012)

3.62 The Ardwick Green area falls within the Central Manchester Regeneration Area. The aim of the SRF is to build on the diversity of these areas to create distinctive, attractive and safe neighbourhoods, where people of all economic backgrounds want to live.

3.63 The aims of the central SRF include a focus on potential opportunities by proximity to the city centre and the Southern Gateway regeneration, including university expansion and increased hospital activity. It envisages the creation of flourishing and well-connected communities.

#### Piccadilly SRF (endorsed 2018)

3.64 The Piccadilly SRF borders the Ardwick Green NDF along the A635 (‘Mancunian Way’). In June 2018 Manchester City Council’s Executive Committee endorsed an updated Strategic Regeneration Framework to help guide the regeneration of the Manchester Piccadilly area, which provides an update to the previous Manchester Piccadilly SRF (endorsed in January 2014).

3.65 The Manchester Piccadilly SRF provides a vision and framework for the regeneration of the Piccadilly area as a key gateway to the city, building on the opportunities presented by the arrival of the High Speed 2 (HS2) and potentially Northern Powerhouse Rail at Piccadilly Station. This could include the creation of new residential neighbourhoods and significant new public spaces.

#### Mayfield SRF (endorsed 2018)

3.66 The Mayfield SRF sits within the Piccadilly SRF, and also borders the Ardwick Green NDF area along the Mancunian Way. This SRF was endorsed in 2018, superseding the 2010 and 2014 SRF previously endorsed by Manchester City Council (MCC), following public consultation.

3.67 The vision for Mayfield is to deliver a world class, transformational, distinctive and imaginative commercially led neighbourhood, anchored by Mayfield Park, which will become a powerhouse of socio-economic productivity.

3.68 The SRF aims to capitalise on the site’s existing assets: the Mayfield Depot; the River Medlock; and its gateway location at the heart of an extensive transport network, to become a destination for work, play and living for all. Through the creation of new workplaces, leisure and cultural amenities and homes, it aims to regenerate this gateway to the city.



-  Northern Gateway Boundary
-  Development Framework
-  Strategic Regeneration Framework
-  Regeneration Strategy

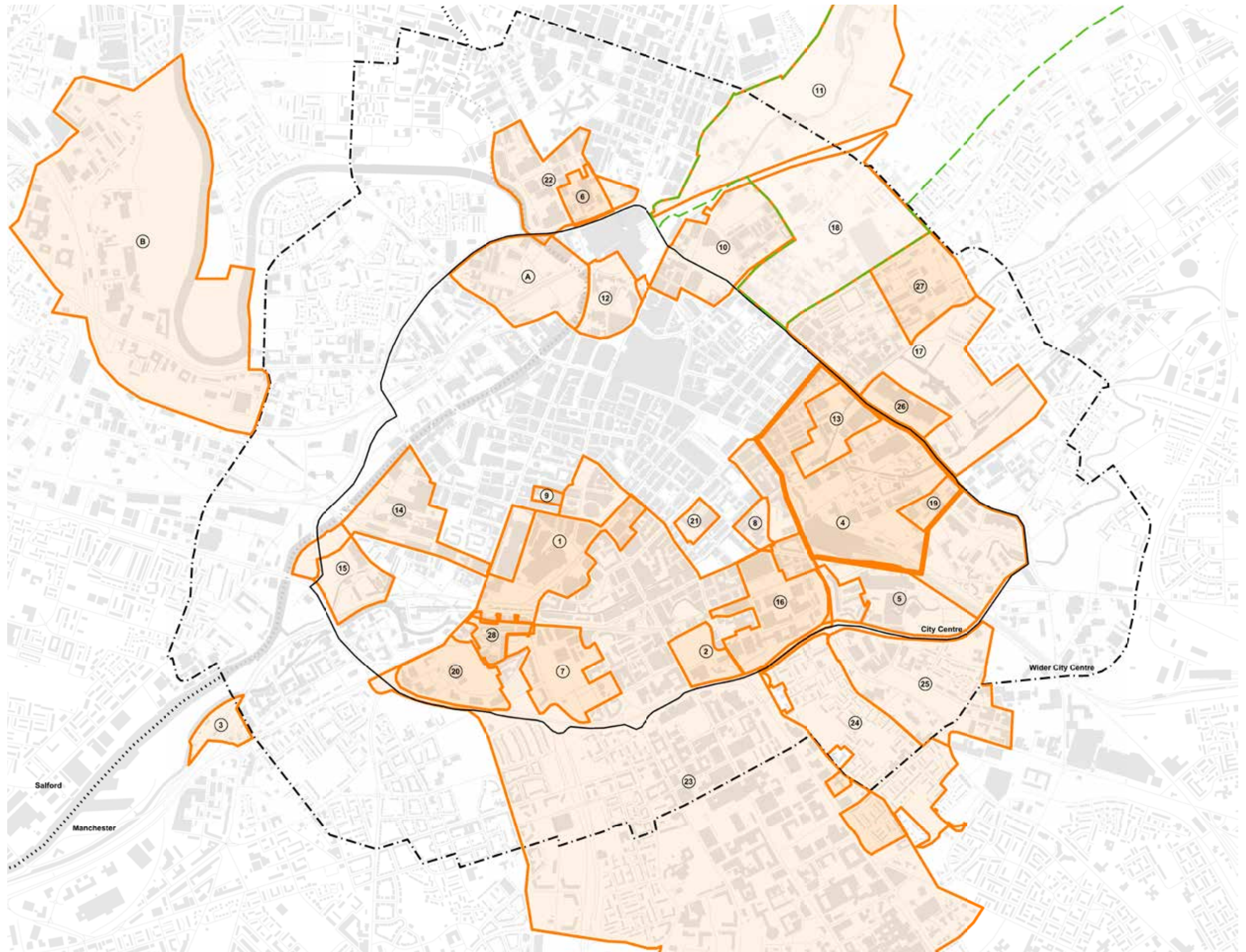
Manchester City Council

- 1 Civic Quarter - Manchester Central
- 2 Former BBC Site, Oxford Road
- 3 Cornbrook Hub
- 4 HS2 Manchester Piccadilly
- 5 Mayfield
- 6 Former Boddingtons' Brewery Site
- 7 First Street
- 8 Aytoun Street
- 9 Jackson's Row/Bootle Street
- 10 NOMA
- 11 Lower Irk Valley Neighbourhood
- 12 Medieval Quarter Masterplan
- 13 Piccadilly Basin
- 14 St Johns
- 15 Water Street
- 16 Corridor Manchester: North Campus
- 17 Ancoats & New Islington Neighbour
- 18 New Cross Neighbourhood
- 19 Portugal Street East
- 20 Great Jackson Street
- 21 Portland Street
- 22 Great Ducie Street
- 23 Oxford Road Corridor
- 24 Brunswick PFI
- 25 Ardwick Green
- 26 Central Retail Park
- 27 Poland Street
- 28 Knott Mill

Salford City Council

- A Greengate Regeneration Strategy
- B Crescent Development Framework

[Last Updated Date Shown]





### Brunswick PFI

- 3.69 The Brunswick Regeneration PFI is a combination of government funding, private investment and expertise that aims to revitalise the Brunswick area. Improvements will include council home refurbishments, new homes for sale and to rent and an improved neighbourhood design; including roads, community areas and a new housing office built over the next 10 years.
- 3.70 To secure the funding needed, the Council has created a partnership with developers to develop a masterplan for the area; to make improvements and manage the neighbourhood including housing services for the next 25 years. The PFI is currently 5 years underway.

### Corridor Manchester Spatial Framework (endorsed March 2018)

- 3.71 Corridor Manchester covers a 243-hectare area running south from St Peter's Square to Whitworth Park along Oxford Road, overlapping with the core of Manchester's Central Business District. It brings together public and private sector partners committed to bringing forward new investment to generate further economic growth in the knowledge economy.
- 3.72 Whilst the focus is on knowledge industries, this growth will be supported by key place-making objectives in terms of public realm, diversifying and uplifting the quality and range of uses around retail, food, drink, cultural, sport and housing. The SRF sets out the spatial principles to support the strategic themes and objectives of the Strategic Vision.
- 3.73 The Ardwick Green area's proximity to the Corridor Manchester Area emphasises its importance as a key site where additional development land is readily available to enhance north-south connections in the City.

### Corridor Manchester: North Campus SRF (also known as ID Manchester) (endorsed 2017)

- 3.74 The North Campus SRF sits within the Piccadilly SRF and is directly north east of the endorsed Ardwick Green NDF area. The North Campus is one of the few large, centrally located sites in Manchester city centre yet to undergo major regeneration. There are vast opportunities that have been identified in the area that will allow this part of Manchester to reconnect with the city and with other redevelopments in its vicinity.
- 3.75 It is anticipated that the North Campus will be able to provide and deliver numerous social, economic and environmental benefits to Manchester and to the wider North West region. ID Manchester is an area within the North Campus (the old UMIST Campus) and seeks to bring forward new development in this location. The aim is to deliver a world class innovation and business district that will capitalise on Manchester's existing and growing economic strengths.
- 3.76 The University of Manchester is currently seeking a development partner who will prepare a refreshed masterplan and bring forward a project of exceptional quality and deliver the investment needed to create a world class innovation district. This next phase of design development is expected to take place later in 2021.



## 4 Vision



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### Introduction

- 4.1 There is an existing community within Ardwick Green that needs to be nurtured and supported in shaping the future development of the area and this community is therefore the starting point for the vision for Ardwick Green.
- 4.2 Defining this vision follows extensive community engagement and seeks to respond to the issues raised by the consultation to date, along with the issues and opportunities identified in the area.

### Vision

- 4.3 The vision for the area is that Ardwick Green will be enhanced as a vibrant community-led neighbourhood, where the distinctiveness and history of the area is apparent and preserved, whilst it looks forward to a brighter, greener and cleaner future.
- 4.4 The five themes to the Vision, which take heed from the site analysis and consultation and relate to the objectives set out in Section 6 of this NDF are defined as follows:

### Community-centred activity:

- 4.5 Supporting the aims and ambitions of the passionate local community through continued engagement and participation when bringing forward development proposals, which will grow as the area develops over time.
- 4.6 Plans recognise the need for community infrastructure to come forward as part of any new development proposals as well as the need to protect, reinforce and diversify the existing workplaces and burgeoning creative industry in the area. All development ought to deliver or enhance environmental improvements and community infrastructure.

Appendix 2, Item 13



Green public place making:

4.7 It is envisaged that development proposals will be supported where they seek to increase the overall amount and quality of greenspace, ecology and biodiversity in the NDF area, with an emphasis placed on maintaining the scale of the park whilst seeking to improve its overall functionality.

4.8 Ardwick Green is an important part of the wider Victorian Manchester Parks movement and a valuable local amenity. The Council wishes this to become the green heart of the neighbourhood to provide a focal point for the area, supporting key linkages and environmental improvements to enhance the lives of Ardwick's residents.

Being 'Appropriately Ardwick':

4.9 The vision for Ardwick Green is not simple, singular or comprehensive but refined to recognise that Ardwick Green is comprised of smaller, defined character areas as set out in our Area Analysis (Section 5).

4.10 Approaches to development in each character area ought to be holistic so that they address localised needs and opportunities whilst working together to deliver framework-wide connections and strategies. This is to reinforce the mutually dependant nature of the character areas to seek to ensure complementary development comes forward in each area as well as the NDF as a whole.

Harnessing heritage:

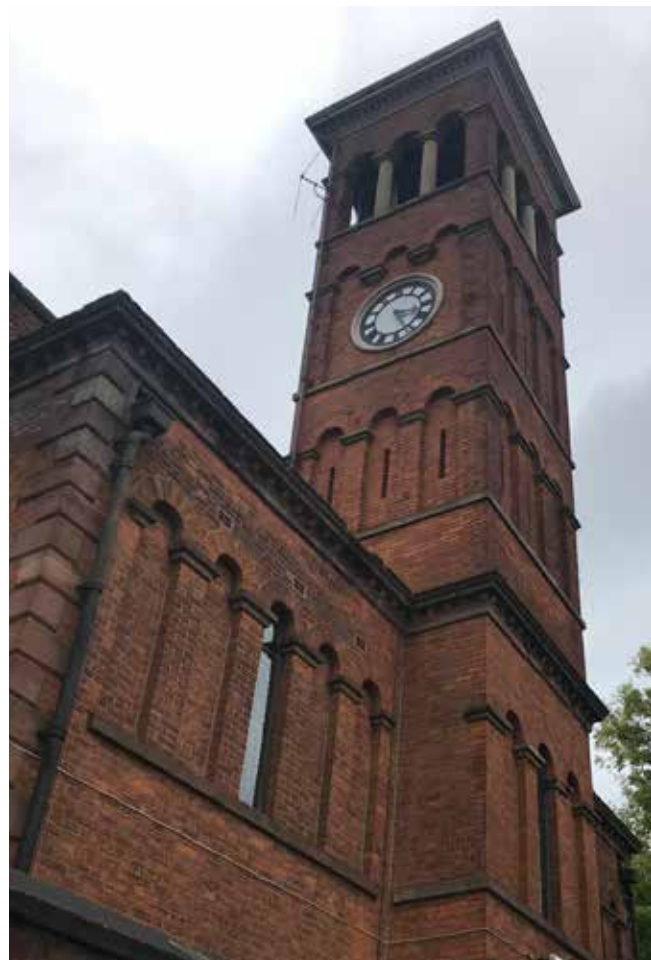
4.11 Ardwick Green has huge potential and a notable character rooted in its history. As identified in the Area Analysis (Section 5), Ardwick Green contains historic buildings of note and interest, including several listed, high-quality Georgian properties surrounding the park.

4.12 The extent of local pride in the breadth of Ardwick's heritage is understood by the design team and its protection and enhancement has been embraced as a key to the success of the redevelopment of the area and the re-introduction of residential uses around the central core of Ardwick Green.

4.13 The re-introduction of appropriately scaled residential uses in place of gap sites would not only enhance the character and appearance of the area but also offers the potential to indirectly secure additional benefits resulting from the sympathetic use of adjoining heritage assets, such as the Ardwick Green Drill Hall (Grade II), which define Ardwick's eclectic historic character.

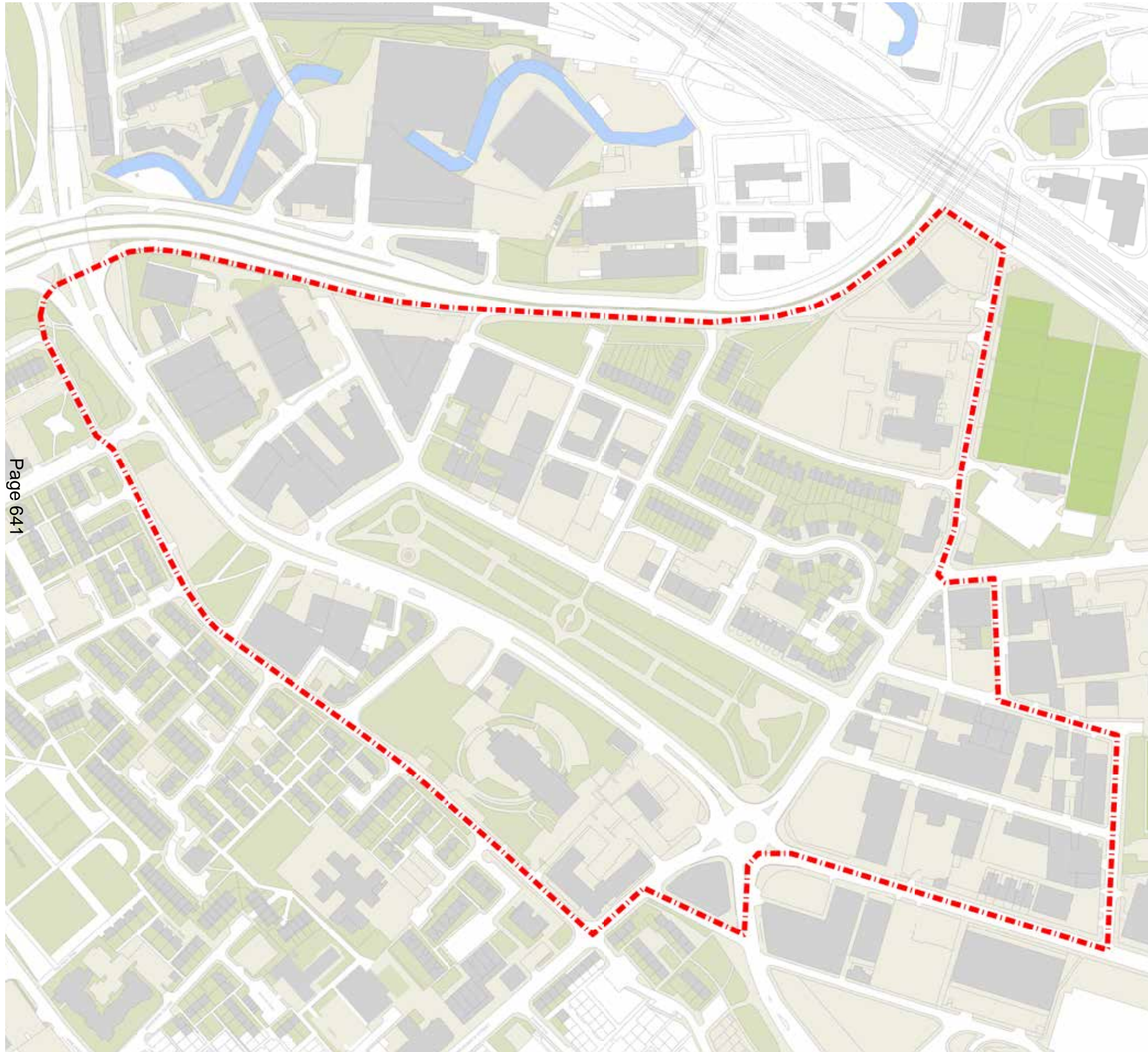
A place to live, work and play:

4.14 The vision is to retain the mixed residential and commercial character of the area as a whole, preserving and developing the creative industries that have made the area their home and providing a neighbourhood in which they can flourish, alongside a high quality affordable housing offer close to the city centre. Emerging proposals ought to consider how appropriate uses may be brought forward to ensure that the character areas complement, rather than conflict, with one another.





## 5 Area Analysis

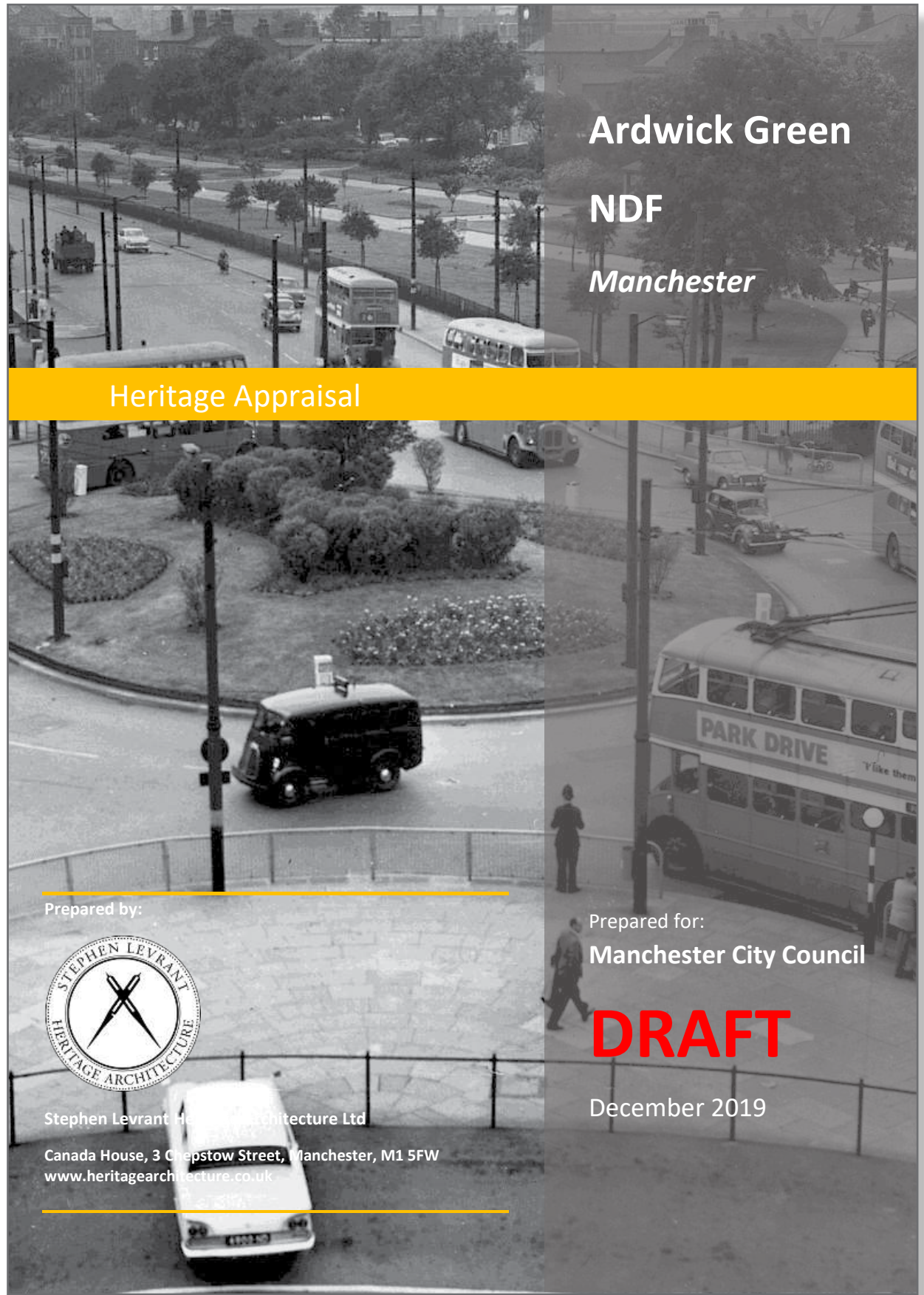


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### Study Area Overview

- 5.1 The proposed NDF area covers approximately 23 Ha and is situated to the south east of Manchester city centre, immediately to the south of the Mancunian Way and bisected by the busy A6 (Ardwick Green South).
- 5.2 It is roughly triangular in shape, bounded by the Mancunian Way and the Mayfield Strategic Regeneration Framework area to the north and by Wadeson Road and the Brunswick PFI Neighbourhood Regeneration scheme to the south west.
- 5.3 To the east a staggered boundary takes in the Victorian industrial buildings around Dolphin Street and runs up to Dalberg Street and Manchester College's Nicholls campus and Union Street and the Power League 5 a side football centre.
- 5.4 At the centre of the NDF area is the public park Ardwick Green, which was originally established as a private park in the eighteenth century.



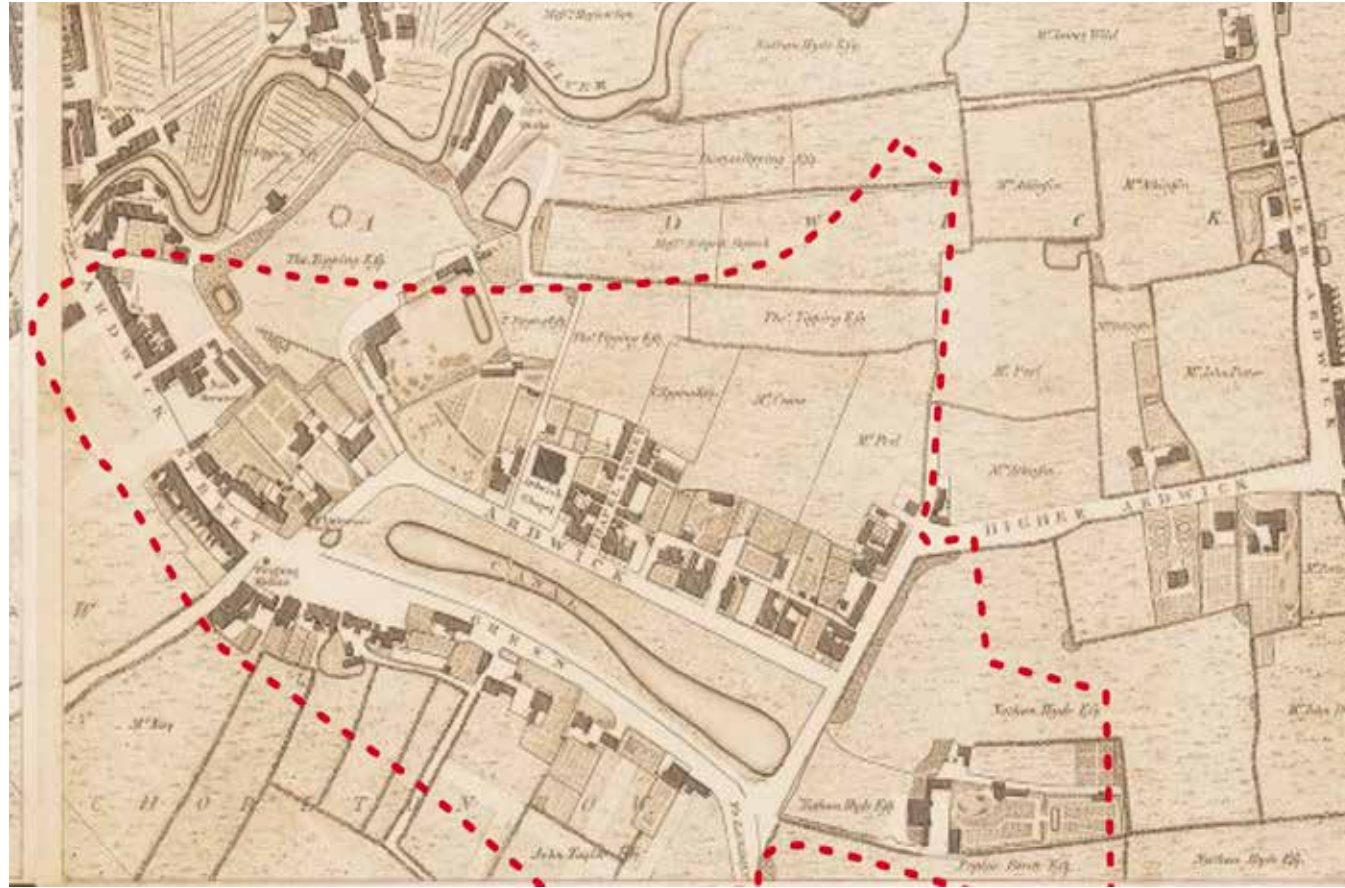


Heritage Appraisal

- 5.1 This NDF is supported by a heritage appraisal prepared by Stephen Levrant Heritage Architecture. The Heritage Appraisal outlines the history and development of the defined study area and provides a baseline from which to identify its historic and architectural interest.
- 5.2 It considers the designated heritage assets in and around the Site, potential character areas and buildings of potential (heritage) interest. It also includes a ground level appraisal of the contextual relationship of the buildings and vistas within the wider area to identify the character defining views across and within the NDF Site.



1794



1845



## History of the Area

- 5.3 Ardwick was first recorded as such in the 13th century, when it was known as 'Atherdwic'. In 1622, the medieval settlement was recognised as an independent township in the ancient parish of Manchester. Historically, the River Medlock formed a natural boundary to the north of Ardwick, providing a sense of enclosure from the emerging city centre.
- 5.4 During the 18th century, the principal focus of the emerging township was 'Ardwick Green'. The three-acre recreation ground was originally created for private, residential use. It was fenced with low wooden posts, iron railings and gated entrances, keys for which were owned by the residents. By the late 18th century, the Green contained a long, curved lake, emulating the tranquillity of the affluent area. Georgian townhouses were promptly constructed overlooking the Green, with a number of grand country villas occupying the outskirts.
- 5.5 By the early 19th century, Ardwick had grown from being a village into a pleasant and wealthy suburb of Manchester. As the population steadily grew, the once rural character of the area began to change and develop. In 1867, Ardwick Green was purchased by Manchester Corporation and was converted from a private park into a public open space. Amongst the improvements that were made at this time, was the erection of a fountain and the construction of a bandstand.



1908



1913



- 5.6 Following the onset of Industrial Revolution, the population of Manchester expanded at an extraordinary rate, and areas such as Ardwick soon became densely populated by the working classes. By the early 20th century, Dolphin Street, as it is now known, housed some of the areas principal civic and industrial buildings, including the Aloysius School buildings, the Dolphin Street garment works, and the Atlas Ink works.
- 5.7 The land to the east of Ardwick Green saw further development during the early 20th century, with the construction of the Empire Music Hall and the Apollo Theatre in 1938. Originally a cinema, the art deco building came to be one of Manchester's most famous live music venues.
- 5.8 Following the Second World War, a number of buildings were cleared as a result of German bombing raids and the population of Ardwick dramatically reduced. In 1948, the Green was partially redesigned with new grassed lawns, flowerbeds, shrubberies and walks, with a children's playground being added in 1951 on the northern side. Between the 1940s and 1960s the majority of early property surrounding the Green was demolished and in part redeveloped with social housing.
- 5.9 The introduction of the Mancunian Way in the 1960s drastically altered the townscape and introduced a barrier between Ardwick and areas of the city centre to the north, such as Piccadilly Station.





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### Ardwick today – built fabric

5.10 Ardwick today comprises an eclectic mix of built form. Despite losses during the 20th century, the area still contains a significant number of interesting historic buildings and structures, thirteen of which are protected by statutory listing, which make a significant contribution to the character of the area.

5.11 Listed Structures include the 19th Century Territorial Army Drill Hall, a collection of Georgian townhouses and the (former) Church of St Thomas to the north of the Green, the park's war memorial and railings and a milestone to the south of the Green, engraved with "11 miles to Wilmslow and 184 to London", and 18th/19th century townhouses to the east of the Green.

5.12 The Heritage Appraisal contains a detailed description of the listed structures and of other properties, which are considered to contribute to the character of the area. Details are also provided at Appendix A.

5.13 The retention of these structures, and their improvement and enhancement, where possible, is considered key to harnessing the history of Ardwick and preserving the distinctive character of the area and ought to be prioritised in any development proposals.



Listed Buildings



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Plan showing listed buildings within and adjacent to the study area



1. DRILL HALL, ARDWICK GREEN NORTH, GRADE II (List No. 1207590)



2-6. 21, 23, 25 and 27 MANOR STREET, 27 and 29 ARDWICK GREEN NORTH GRADE II (List Nos. 1219791, 1283018, 1219817, 1207536, 1283046)



6. MILFORD HOUSE, 29, ARDWICK GREEN NORTH, GRADE II (List No. 1283046)



8. FORMER CHURCH OF ST THOMAS, ARDWICK GREEN NORTH, GRADE II (List No. 1197828)



9. WAR MEMORIAL, ARDWICK GREEN PARK, GRADE II (List No. 1283047)



10-11. MILEPOST AND RAILINGS OF ARDWICK GREEN, ARDWICK GREEN NORTH, GRADE II (List Nos. 1207607, 1207603)



12. FENTON HOUSE, 4, HIGHER ARDWICK, GRADE II (List No. 1218685)



13. 2 AND 4, PALFREY PLACE, GRADE II (List No. 1246659)



14. APOLLO THEATRE, STOCKPORT ROAD, GRADE II (List No. 1254683)

Appendix 2, Item 13



Buildings contributing to character of area



Map showing non-listed buildings which make a contribution to the character of the study area

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1. Tazaro House, Ardwick Green North



2. 1 & 2 Manor Street



3. The Old School House, Thirsk Street



4. The Old School House, Thirsk Street



5. 44 Higher Ardwick



6. 10 Higher Ardwick



7. 11 Dolphin Street



8. 16 Dolphin Street



9. 22 Dolphin Street



10. 8 Dolphin Street



11. 9 Dalberg Street



12. 52 Ardwick Green South



13. Coral Street



14. 28 Ardwick Green South

Appendix 2, Item 13

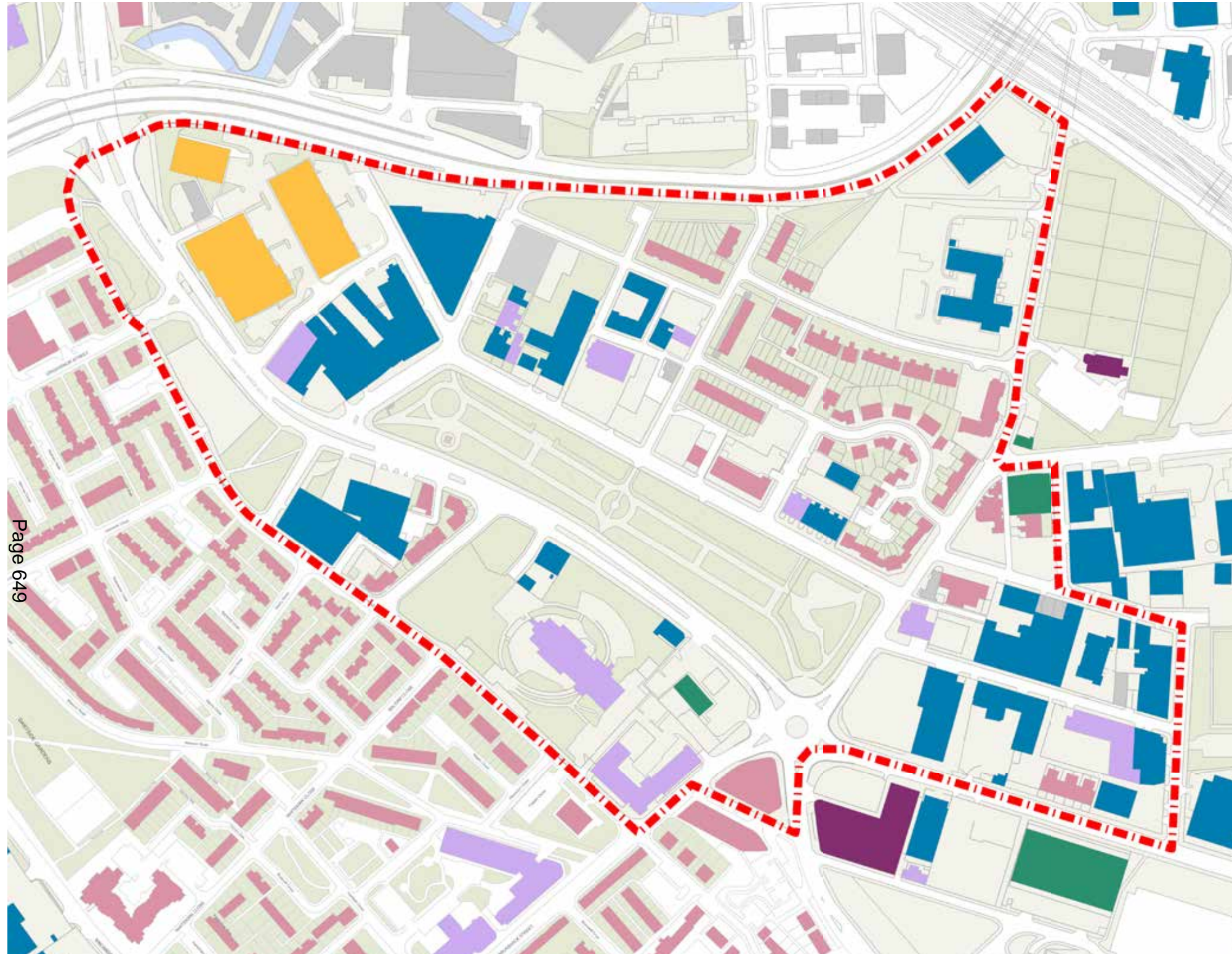




## Green Spaces

- 5.14 The green space of Ardwick Green is, as it has since the establishment of a township here in the Eighteenth Century, at the heart of the NDF area. This space is a significant contributor to the character of the area and, particularly in conjunction with the significant remaining Georgian built fabric bordering the park described above, can be used to help to create a neighbourhood with a particular local distinction.
- 5.15 Ardwick Green can also be connected to a number of existing and emerging green spaces in this part of the city centre. This NDF seeks to provide the opportunity to establish better green connections to and from areas like Brunswick (Gartside Gardens), Piccadilly, the Medlock Valley, Gorton and potentially Mayfield in the future.
- 5.16 Impetus to improve the quality of green spaces and green routes through the area has been established by the recently published document 'Nature of Ardwick'. This NDF recognises the work that has been undertaken locally to establish this initiative and the opportunities that are presented by this network of spaces with regards to greening the area.
- 5.17 There is obvious and clear support for encouraging better linkages through the Neighbourhood Development Framework and to establish Ardwick Green Park as the green heart of the NDF area, which will provide lifestyle benefits, health benefits and improve the overall accessibility of the area through walking, cycling and other modes of active travel.





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Key

- |   |  |  |
|---|--|--|
| <span style="color: #C8513D;">■</span> Residential uses               | <span style="color: #8E7CC3;">■</span> Education, healthcare and social uses | <span style="color: #0070C0;">■</span> Commercial uses |
| <span style="color: #FFC000;">■</span> warehousing and Industrial Use | <span style="color: #4B0082;">■</span> Leisure uses                          | <span style="color: #008000;">■</span> Retail uses     |

Uses

5.18 Although land use is fragmented Ardwick Green and the immediately adjacent area is a mixed use area with a range of residential, commercial, educational and leisure uses. These include:

- Residential Use: low rise, lower density residential properties ranging from 2-4 storeys are located to the north east of Ardwick Green Park. This has been a well-established residential community through the second half of the 20th century. There are other pockets of residential accommodation to the south of Ardwick Green Park adjacent to the primarily residential Brunswick neighbourhood.
- Education, healthcare and social uses: the Vallance Healthcare Centre and Medlock Primary School lie to the south of the Ardwick Green area. These provide a necessary supporting function for the local community with regard to education and healthcare. There are also a range of local charities operating in the area that assist with the wellbeing of residents locally and across Manchester. The area's role in the charity sector is a notable feature of the local community and is crucial to offering support to those who are in need of it. The St. Thomas Centre also provides a form of civic space for the local community.
- Commercial Uses: a range of commercial businesses currently operate in the variety of different spaces on offer within Ardwick Green. In addition to textiles manufacturing, there are a range of creative and digital start-ups that have occupied space in various listed buildings and buildings of character throughout the area. Distribution and warehousing facilities exist close to the Mancunian Way.
- Leisure Uses: the area is home to the Manchester Apollo, which hosts a range of performances in this historic and intimate venue. The Power League football pitches also sit adjacent to the Ardwick Green area, which provide an opportunity for exercise. The park itself is an asset for



providing health benefits and opportunity for outdoor leisure activities.

- Retail Uses: there is a limited amount of convenience retail in the area within walking distance for local residents. The small convenience shop within the petrol station is the only one that exists in the NDF area and this lack of provision should be addressed. The nearest large format supermarket is Asda in Longsight, or in the city centre.

5.19 The rich mix of uses and particularly the presence of critical local community infrastructure such as the primary school and health centre, creates a strong basis for improving accessibility within the area and delivering an increased residential density.

## Connections

20 Ardwick Green is within a 10 minute walking distance of Piccadilly Station and other parts of the city centre, but walking routes are often made challenging by the heavy road infrastructure that borders the NDF area, as described below.

5.21 Ardwick Green South is part of a major bus corridor with frequent bus connections to the city centre and to areas to the south and east such as Gorton, Hyde, Levenshulme and Stockport, creating a good degree of existing connectivity via public transport modes.

5.22 To travel further afield, Metrolink and mainline rail services are available from Manchester Piccadilly Station, just 400m to north of the Ardwick Green area. This provides access to the rest of Greater Manchester and to national destinations, and via train and Metrolink connections to the airport, international destinations.

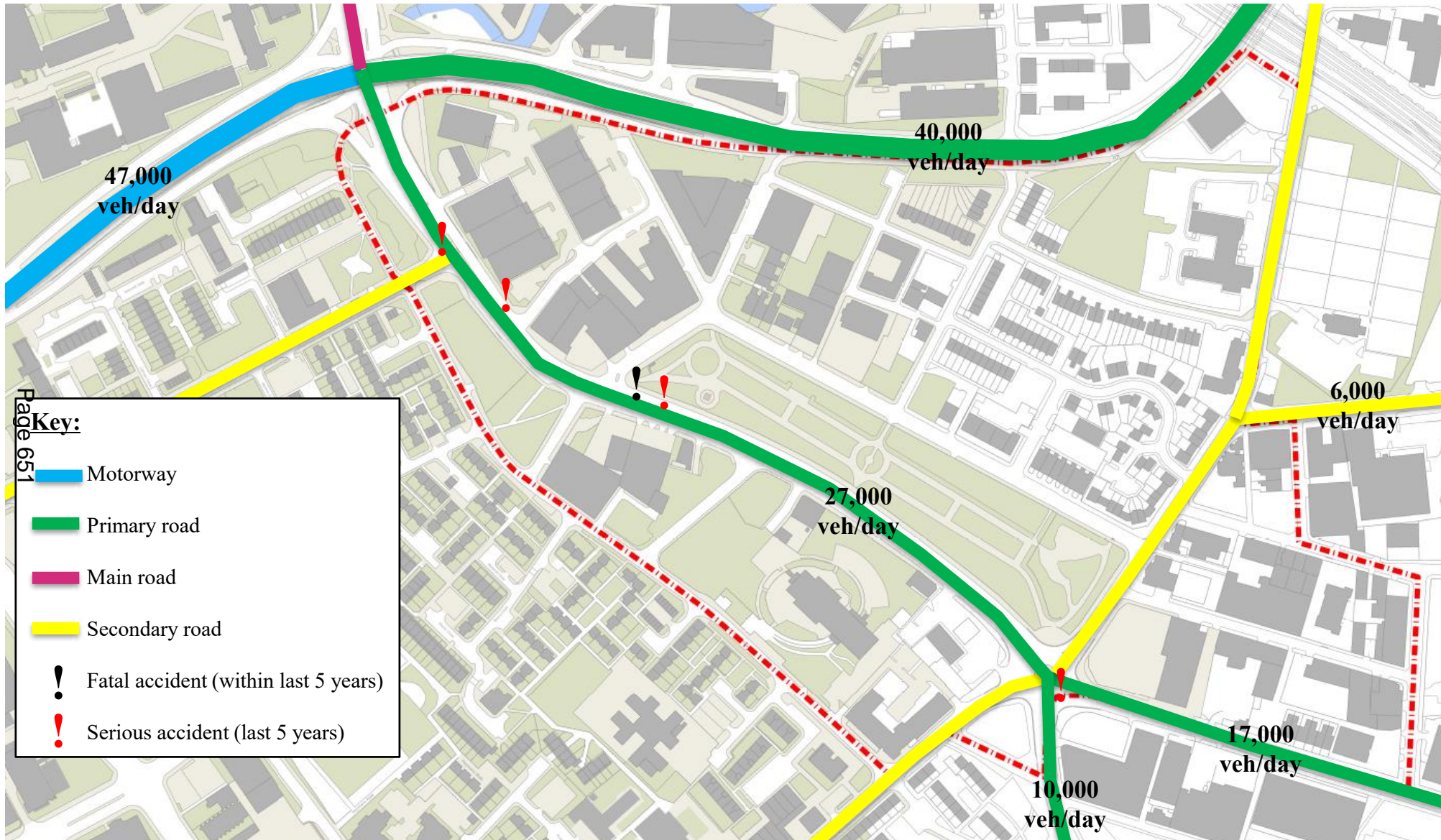
5.23 The Mancunian Way provides easy access to Greater Manchester's highway network with access points from the major intersection at the A6 junction and from the northern end of Union Street.

5.24 Ardwick Green South, whilst offering reasonably frequent public transport routes into the city centre, needs to support sustainable and shorter trips by bicycle. Currently, there is a lack of infrastructure provision with regards to cyclists, which has to compete with a range of general traffic and reduces the appeal of travelling by bike.

## Pedestrian environment

5.25 The public realm is defined as the streets, squares, parks, green spaces and other outdoor places that require no key to access them and are available, without charge for everyone to use. Feedback received to date indicates that residents think that the public realm could be improved and that the streets are currently used as alternative vehicular routes to circumnavigate heavy traffic.

5.26 Key routes through the area, for example to the local bus stops, are not easy to negotiate due to the pedestrian environment being overwhelmed by cars and traffic. Improving the routes within Ardwick and to other areas could build on the Nature of Ardwick programme and the support of the empowered local community.



5.27 The current pedestrian experience in Ardwick Green is not conducive to good mobility across the area and to adjoining communities. The heavy traffic also creates negative effects for local residents, businesses and pedestrians in terms of air quality and noise. In summary:

- 40,000 cars per day use this section of the Mancunian way to the north of Ardwick Green.
- The only safe pedestrian route north into the city centre from Ardwick Green is adjacent to the A6, passing under the Mancunian Way fly over. The pedestrian environment here is challenging for those with mobility issues, although works are underway to improve this as part of the Mayfield development.
- Ardwick Green South is effectively a four lane highway, with bus lanes in both directions. 27,000 cars a day use this stretch of road. Controlled crossing points are very limited, which restricts pedestrian movement over Ardwick Green South.
- The only controlled crossing point between the Mancunian Way and the Hyde Road roundabout (the Apollo) is at Grosvenor Street. Although pedestrian islands are provided at intervals crossing the road between Ardwick Green and the primary school is challenging.

5.28 Accident data shows that in the last five years, 27 slight accidents have occurred within the vicinity of the site:

- Nine of these resulted in injury to pedestrians or pedal cyclists and the majority of accidents occurred at the Apollo roundabout.
- Furthermore, four serious accidents occurred in this area, three of which involved either a pedal cyclist or a motor cyclist.
- One fatal accident occurred in 2015 on Ardwick Green South.

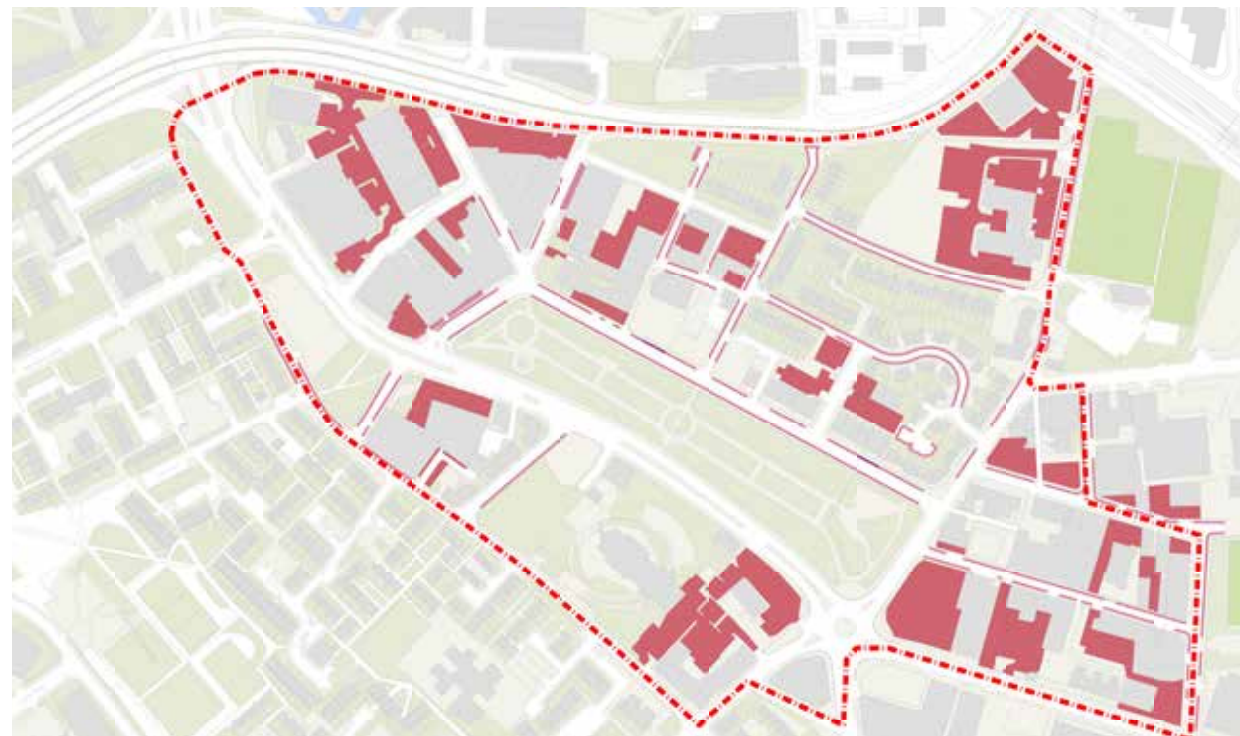
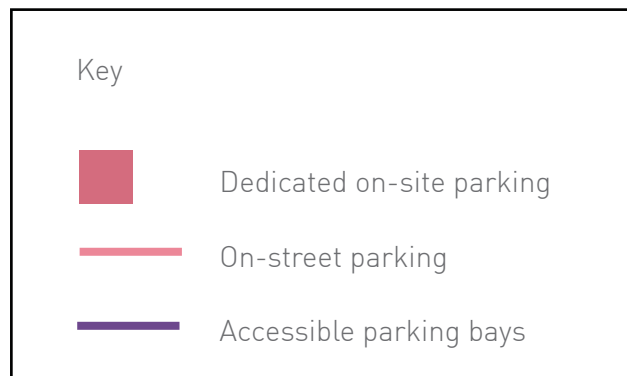


## Parking

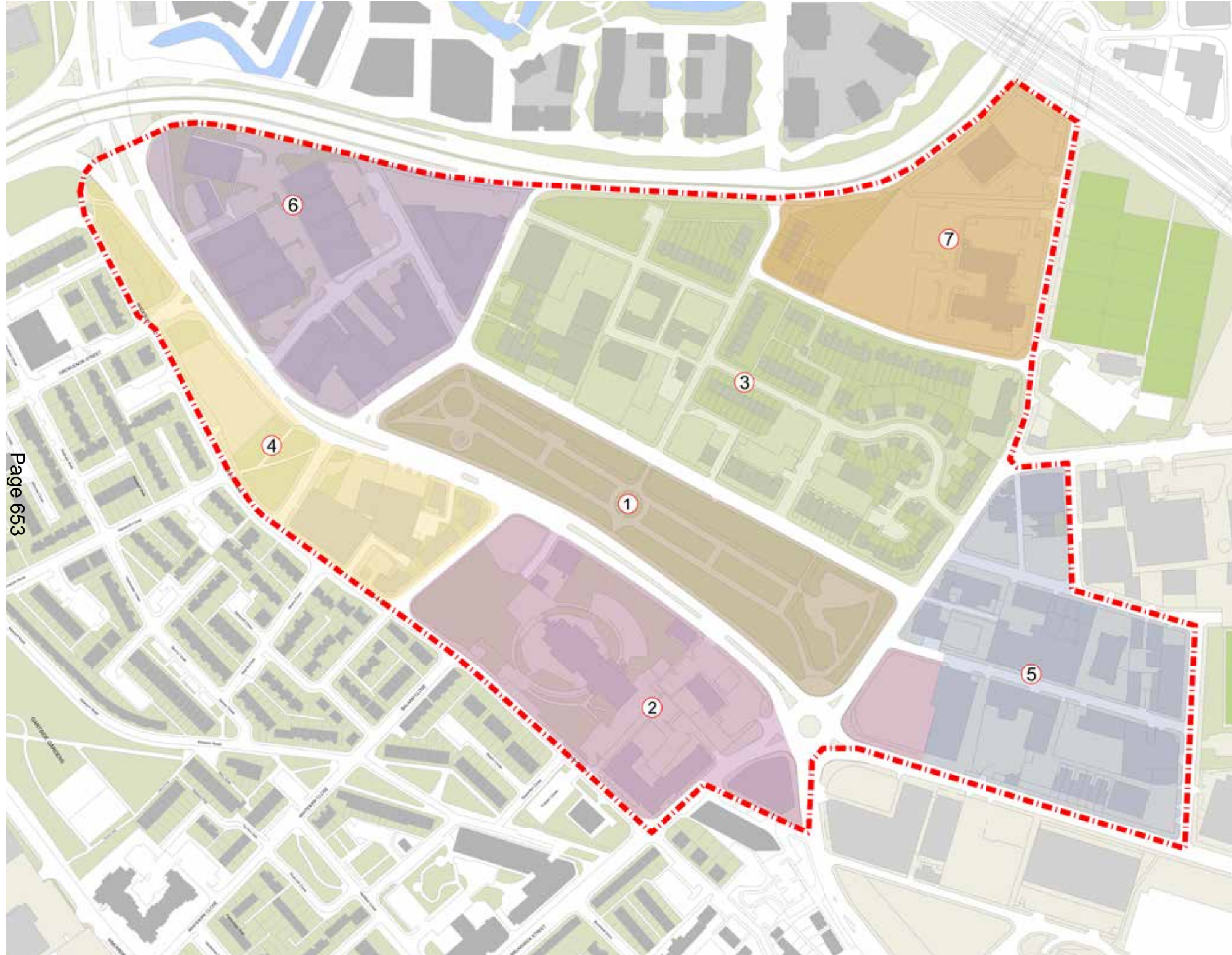
- 5.29 Consultation and analysis has provided evidence that on street and on pavement parking is a significant issue within Ardwick Green. Parking conflicts are generated by non-residential uses, such as commuter parking, visitor parking from businesses or other traffic generating uses, in those areas that should be reserved for residents to park their cars.
- 5.30 The availability of on-street parking within the residential areas of the NDF has been reviewed and has identified that there is current on-street capacity for approximately 250-300 vehicles to park. This excludes any time-restricted parking areas (i.e. streets with single or double yellow lines).
- 5.31 Based on car ownership figures in the area, it is considered that there is more than enough space for all residents who need to park to do so. However, a significant cause of the current parking issues is through non-residents parking within the area. This is a common issue for residents living in areas on the periphery of the city centre. There are a number of reasons why non-residents may choose to park within this area, including:

- Commuter parking – the area is approximately 10 minutes' walk from Piccadilly Station and provides an opportunity for effectively free parking close to the city centre;
  - Leisure parking – similar to commuter parking, the proximity to the city centre and the O2 Apollo in particular provides an opportunity for free parking in the evenings and weekends;
  - Employee parking – there are a number of active commercial properties within the area, many of which are small businesses operating out of multi-tenanted buildings that may travel to work by car; and
  - Displacement parking – there is a potential that there is some 'displaced' parking of vehicles that could otherwise park in adjacent areas that currently operate controlled parking zones (in particular the Brunswick and Etihad schemes).
- 5.32 Extensive parking on footways significantly affects pedestrian movement through the area, particularly for those with restricted mobility.

- 5.33 The options available to address the issue of non-residents parking within the area, such as the provision of parking controls, need to be considered in more detail as set out in section 7 of this NDF. There is clear local resident support for introducing parking controls, which should be balanced to ensure the area can develop sustainably.
- 5.34 Any controls for parking would also need to be considered with traffic calming measures so that vehicle speeds are managed next to parks and other public spaces. This ought to improve the quality and safety of new and existing connections for pedestrians and cyclists.







## Character Areas

5.35 In light of the comprehensive analysis of the site, developed through consultation with the community and our own in-depth studies of the area, a series of character areas can be formed to acknowledge existing qualities, their personality and potential:

1. Ardwick Green Park
2. Community and cultural Hub
3. Ardwick Green North
4. Ardwick Green South
5. Knitting District
6. City Gateway
7. Union Street



## Ardwick Green Park

- 5.36 The park itself, particularly in conjunction with the Georgian built fabric, is key to the local distinctiveness of Ardwick Green. It presents an opportunity enhanced, better and celebrated.
- 5.37 The park is currently not well lit, nor does it provision of facilities that make the park more attractive to local children, which has been highlighted during site visits and the consultation process.
- 5.38 Surrounding the streets that border the park, there are gap sites that currently fragment the built form. Continuous and strong street frontages used to surround the park, with windows overlooking it, which helped improving natural surveillance and security.

## Community/cultural hub

- 5.39 The area immediately adjacent to the Hyde Road and Stockport Road roundabout contains a number of Ardwick Green's important community assets, including Medlock Primary School, the Vallance Centre and the Apollo. The petrol station adjacent to the roundabout also currently provides Ardwick Green's only convenience retail store, although pedestrians have to approach this across the garage forecourt.
- 5.40 Despite serving an existing function as the areas' community hub, it does not currently provide additional amenity/retail space around the roundabout or along Ardwick Green North to complement the existing facilities. The conditions for delivering additional facilities are currently compromised due to the poor pedestrian connectivity to and from this location.
- 5.41 It is considered that the petrol station site, which currently serves a purpose as convenience retail, is not fit for this purpose given the local residential community that use it.
- 5.42 Similarly, the Ardwick Green frontage of the primary school does not currently face nor address its relationship with the park. A juxtaposition of new building developments, which do not complement the buildings of character, creates incoherency in this part of the NDF.

## Ardwick Green North– the Residential Heart

- 5.43 Ardwick Green is home to a considerable and active residential community, primarily situated in the area to the north of the Green. Consideration of the needs of this community are at the heart of the proposals brought forward in this NDF.
- 5.44 The introduction of the Mancunian Way in the 1960's provided a degree of separation to Ardwick Green from the city centre, which has reinforced the feeling of Ardwick Green as a 'village' with its own identity. This comes across very strongly from discussions with residents.
- 5.45 The existing residential stock is mixed in terms of type, tenure and age, some of which could be considered suitable for renewal. Lack of an established network of streets and movement have not helped to deliver a sense of place for the existing housing stock. The presence of the Mancunian Way immediately adjacent to the residential area also creates issues relating to noise and air pollution for residents.
- 5.46 Ardwick Green North contains a number of buildings with statutory protection through their Listed Status. At the centre of the Ardwick Green North area, the Old School House buildings on Thirsk Street have been identified as contributing to the character of the area and are worthy of retention.

## Ardwick Green South

- 5.47 To the north of the primary school is Ardwick Green South and this part of the NDF is effectively the border between Brunswick and Ardwick.
- 5.48 The majority of the buildings that originally fronted the street have been removed. Vehicle maintenance workshops are set back from the street frontage between Hamsell Road and Kale Street.
- 5.49 To the north of Kale Street is a vacant site. Green spaces that are enjoyed by local residents have been created on gap sites, to the north of Kale Street and to the north of Grosvenor Street.

## The 'Knitting District'

- 5.50 The area around Dolphin Street is characterised by the notable Victorian Warehouses that rise up from the back of pavement and give this sub-area a unique feel in the Ardwick Green context.
- 5.51 These buildings convey the changing character of Ardwick following the onset of industrialisation during the early 20th century. A number of the buildings along the street still remain in commercial, manufacturing use and a number are identified in this NDF as contributing to the character of the area.
- 5.52 Dolphin Street itself has a quiet, enclosed character and provides a direct route through east Ardwick to the Green but is perceived by local residents as unsafe partly due to inactivity at street level, poor lighting and lack of evening activity.

- 5.53 To the north of Dolphin Street, three isolated buildings of contrasting architectural character stand isolated within an area otherwise defined by gap sites and dilapidated buildings. At 2-4 Palfrey Place, two mid-19th century townhouses survive (Grade II).
- 5.54 The listed buildings retain grand porched entrances, flanked by Doric columns with entablatures and cornices. The buildings are stucco fronted and stand juxtaposed to the adjacent Conservative Club, (built of red brick and stone) and the former Sunday School at Higher Ardwick (Victorian Gothic built of brick and sandstone).

## Gateway to Ardwick

- 5.55 Large modern warehouse uses adjacent to the Mancunian Way currently mark the approach to Ardwick Green from the city centre. These warehouses turn their backs on the street frontage, with entrance from carparks at the rear, accessed from Cakebread Street and Charlton Place.
- 5.56 The warehouses have no value within the streetscape and could be said to have a negative impact and the street frontage to the A6 created as a result does nothing for the pedestrian experience. The A6 itself is busy and the impermeable nature of the current site does not offer any alternative pedestrian routes to the pavement along the A6.
- 5.57 An eclectic mix of buildings, including the nineteenth century Drill Hall which is listed, and the later Tanzaro House, which isn't listed but which contributes to the character of the area and is considered by the NDF to be

worthy of retention, front the northern edge of Ardwick Green park.

- 5.58 To the east of the area the former bakery building on the triangular site bounded by Cakebread Street and Manor Street is representative of the onset of larger footprint commercial buildings in the 20th century. The brick perimeter wall of this building, hugging the back of pavement is another contributor to the character of the area. This building is currently occupied by a range of independent entrepreneurial commercial occupiers that are important to the character of the area as a whole.

## Union Street

- 5.59 In the context of the dense urban grain experienced elsewhere in Ardwick Green, the modern commercial buildings on Union Street feel almost suburban or 'business park' in character. They are both designed as standalone buildings surrounded by car parks and secured behind gated perimeter walls. The form of development does not seem appropriate for this city-fringe location
- 5.60 Again, the scale and density of this area does not currently provide a significant contribution to the area, nor does it promote permeability across the site that links Ardwick Green better into the Mayfield Regeneration Framework.
- 5.61 Whilst there is a residential neighbourhood adjacent, there is a good degree of separation and sufficient amounts of land to sensitively bring development forward in this location. Areas like Brydon Avenue have an identified scale and are currently afforded reasonable residential amenity in terms of daylight, sunlight and overlooking.

### Introduction

- 6.1 The framework highlights key design and development objectives which will help deliver the environmental, social and economic uplift that future development may aspire towards, in accordance with planning policy.
- 6.2 Responding to the localised needs of the community whilst addressing city wide objectives around growth and climate change is at the heart of this, as is the need to drive quality from the existing assets in the community in addition to new buildings and spaces that may come forward in the future.

### Overarching Objectives

- 6.3 Building upon the Vision for the area (Section 4), the aspiration is to see improved social, environmental and economic outcomes from well-designed developments in the local context and a sense of place. The starting point for the NDF area is to address concerns, whilst protecting and enhancing the qualities of the local community that have been identified through research and extensive consultation.
- 6.4 Overarching principles are needed to balance an understanding of the place today, the needs of the local residential and business community, its historic development, and the potential influence of wider regeneration including Mayfield, Brunswick, ID Manchester and the Corridor:
  - Protect and preserve: the area is under significant development pressure due its location on the edge of the city centre. To protect and preserve the existing community, any future opportunities could consider whether they are in conflict with the needs of protecting the local area or exacerbating existing problems identified, such as commuter car parking.
  - Positively engage: in the formulation of site specific development proposals, the Council wish to see early

engagement with community and interest groups in the local area to maximise the potential to create positive change, offer and allow for a community-led approach.

- Enhance: where there are opportunities for higher density commercial or residential development, the NDF envisions that this development would seek to enhance the level of amenity for the local area, reflect the spatial context in which the opportunity exists and complement existing features and fabric of the area.

## Detailed Objectives

6.5 Whilst the overarching objectives and vision may be considered as part of any works to the area or activity taking place within it, the rest of this section sets out detailed and targeted objectives that could improve the liveability, functionality, design and connectivity of Ardwick Green.

### Mutual respect between character areas

6.6 Ardwick Green is made up of a number of distinctive character areas that each have their own existing form and function, as well as varying degrees of potential for higher and lower density development.

6.7 Overall it is envisaged that there could be a focus on improving the quality of the public realm through surfacing in order to create consistency in the aesthetic and to green the area.

6.8 The character areas allow Ardwick Green to have both a consistent language but to adopt variance in their design; from having a more 'village' feel in the residential areas, to an industrial setting in the Knitting District and more commercially oriented spaces toward the periphery of the NDF boundary.

6.9 Existing residential community could be respected through adopting an appropriate scale and density in residential forms, whilst other character areas could provide the opportunity for a greater economic use and diversification of existing uses to reflect its supportive context.

6.10 Whilst each character area has its own qualities and opportunities, this demonstrates there may well be positive interrelationships in terms of form, function and aesthetics across the NDF area as a whole. They are defined in the context of their opportunities as follows:

- Ardwick Green Park: it is envisaged that the built form and natural landscapes reflect both the historic and existing prominence of this key ever-present feature of the area, seeking to enhance its sense of purpose, safety and mobility for the benefit of the local community. There are also great opportunities for supporting biodiversity and planting that could sow seeds of greening through the surrounding Character Areas.
- Community Hub: as the gateway to the site from Ardwick and the southernmost point of the NDF area, the existing healthcare and educational assets aspire to be better connected with Ardwick Green the surrounding communities, which in turn provide opportunities to support local amenities such as much needed convenience retail.
- Ardwick Green North: the residential community and their homes could be protected and enhanced in order to minimise the impact of development coming forward in the surrounding areas and retain its residential nature. There are opportunities to improve streets by greening and offering quieter places to play and relax for locals by addressing the significant amount of surface commuter car parking in the area.
- City Gateway: a mix of impressive heritage buildings and low rise industrial warehousing provide an opportunity for the City Gateway to provide an impressive backdrop to the Listed Drill Hall, act as both a threshold to the City Centre, and reflect the emerging higher density commercial and innovation districts nearby. A mix of uses and residential products at a higher density may be appropriate in this location, but the site may well be opened up to allow

for a filtering of movement at ground level, improve connectivity to and from the residential community Ardwick Green North, and add opportunities for active frontages.

- Knitting District: the immediate sense of character that is apparent in this area lends itself to the promotion of a vibrant and quirky commercial district; one that celebrates its industrial heritage and Victorian architecture. Restoration of a street frontage and activation could help the area capitalise on the growing creative industries in the area and include active ground floor uses, such as shops, cafes, restaurants and evening uses. There are opportunities to provide a better level of convenience retail shops. Such uses have declined in the area during the second half of the 20th century, and a sensitive reintroduction within the Knitting District could be seen as an opportunity to both complement entertainment at the Apollo, add new residential opportunities, and provide daytime, evening and late night activity away from the existing and lower density residential community.
- Union Street: to the north of the Knitting District and sitting to the south of the Mancunian Way, Union Street provides the other opportunity within the Ardwick Green NDF area for an increase in density. The area does share a border with the residential community, however, and this relationship can be respected by allowing higher density built form to ease towards the low rise, low density existing housing stock.
- Ardwick Green South: located on the border between Ardwick Green and Brunswick, this part of the NDF could retain the existing greenspace whilst a frontage to the A6 is re-established in order to positively develop brownfield land. It is effectively the primary connection between the two residential communities of Ardwick Green and Brunswick, which could be acknowledged and addressed to improve mobility. There are opportunities for a mix of uses to be brought forward in a way that respects the low-density nature of the Brunswick residential properties to the west.



## Restoring the urban grain

- 6.11 Fragmented land use, broken frontages and vacant plots across the area are in need of repair to seek to deliver an efficient use of land and enhance the vibrancy and activity in the NDF area. Sensitively increasing the density in areas of opportunity defined within the NDF could deliver residential amenity, including convenience retail.
- 6.12 This NDF envisions that any opportunities to restore the urban grain in Ardwick Green North are brought forward sensitively with the scale and density of the adjacent residential properties.
- 6.13 However, in areas such as the Knitting District, there are clear opportunities to provide a better defined, active and cohesive street frontage through restoration and repair of existing buildings and new development on vacant sites.
- 6.14 There are character areas within the NDF that have an opportunity to alter and update the urban grid based on the needs of the 21st century and the emerging context to which they adjoin.
- 6.15 Mayfield, ID Manchester and the presence of large highway infrastructure in the form of the Mancunian Way could provide the opportunity to provide both a filtering of movement and a scale and density that responds to this emerging strategic context.
- 6.16 The park itself was historically the core and hub of the area and this has become less evident as its borders are no longer consistently overlooked by the built form. Along all four edges of Ardwick Green Park, there is an opportunity to establish the Park as the focal point for the community and those buildings that currently and could face into it.

## Nature of Ardwick

- 6.17 To acknowledge the promotion of ‘think global, act local’ and the Nature of Ardwick document principles, the area has an opportunity to improve the quality of the local environment to drive wider benefits. Significant improvements to ecology and biodiversity could be delivered through screening busy vehicular arterial routes that border Ardwick Green (eg the A6 and the Mancunian Way).
- 6.18 Hedge and tree planting in key locations can also help to clean local air quality by trapping absorbing CO2 from exhaust fumes. The health benefits of doing so are well documented, and the local natural environment can benefit as a result by allowing for habitat creation and improving biodiversity.
- 6.19 In addition to existing features of the community supporting Ardwick’s natural environment, such as the Park itself, there are opportunities for green fingers to spread out from the central core of the area (the park) and begin to sow seeds of change in the surrounding areas through tree planting and pocket parks.
- 6.20 By implementing such changes, Ardwick Green can play its part in the global issue of climate change by acting locally and reinforce the idea that inner city urban areas can become part of the solution to climate change, rather than a key part of the problem.

## Transport, movement and connectivity

- 6.21 Accessibility within, to and from the area all present challenges that could be addressed through the principles set out in this NDF. Ardwick Green could connect communities from north-south and east-west but doesn’t currently achieve this successfully due to illegible walking routes, blocked footpaths from parked cars, severance caused by busy vehicular routes and poorly lit environments.

- 6.22 Development of the area ought to respond to the hubs of activity that take place nearby, such as the Apollo, and aim to ensure that these uses and routes for pedestrians do not conflict with the quieter existing residential neighbourhoods. It could positively respond to the challenges of inter-neighbourhood connectivity and internal NDF connections.
- 6.23 Through the reinstating of the built form across the area, where appropriate to do so, the streets could be made to feel much safer by encouraging active surveillance. All key routes within the area could form a relationship with the Park to ensure that the area focuses pedestrian and cycle movement to and through Ardwick Green. This is particularly important for safety, health outcomes, and connecting residents better to the existing social infrastructure, such as the health centre, school and local entertainment venues.
- 6.24 The connections ought to be primarily improved by enhancing pedestrian connectivity through enhanced footway provision, improved crossings at junctions and restricting on street commuter car parking to keep pavements clear. In terms of place-making, greening streets and new smaller public squares away from the park may allow for successful transitions between areas with a commercial focus and those with an existing residential community. For example, this change in density and use could be reflected in the design of buildings and streets holistically.
- 6.25 Improving connectivity to and through Ardwick Green could also assist with onward longer journeys made via public transport. The adjacent highway network is busy and could be adapted to be more balanced in favour of pedestrians and cyclists in order to improve safe and sustainable local connections to key destinations including local services, schools and public transport stops. Alternatively, separate routes for cyclists and pedestrians could be delivered to improve the quality and safety of routes to the city centre.

6.26 In accordance with planning policy, there ought to be a focus on sustainable modes of transport, particularly active travel. This, in tandem with the sense of place being created, means that there ought to be prioritisation of people friendly streets to create a healthier and more pleasant environment for the local community. Cycle routes and cycle storage ought to be a priority for both new and existing development.

### Place making and public realm

6.27 Notwithstanding the need for a restoration of the urban grain, there are opportunities to both reinforce the existing sense of place and establish new areas that are currently impenetrable spaces due to their land use or large building footprints.

6.28 For example, improvements to streets by restricting on-street car parking, greening the area through tree and similar planting, and the delivery of new well placed pocket parks could help to improve the sense of place.

6.29 However, not all subareas in the NDF area benefit from such an established grid of streets. Locations like the City Gateway and Union Street are currently occupied by large buildings with impenetrable perimeter fencing, or surrounded by surface car parking and there are opportunities to re-establish an appropriate network of new streets and spaces that better relate to the existing community and the surround mix of areas.

### Design quality and heritage

6.30 The area's roots, grounded in its Georgian and Victorian heritage, are evident in the architecture that exists across the NDF. This materiality, design and form can be respected, referenced and celebrated in new development that comes forward. Positive adjacencies can be promoted between designated heritage assets and sites that have been vacant since the mid-20th century.

6.31 There are also a number of non-designated heritage assets within the community that could be refurbished or sensitively adapted. Locations that could be appropriate for development to occur that are adjacent to buildings of character are envisaged to be of a complementary and respectful design.

6.32 Opportunities for new, higher density development will also need to consider how potential development will create a backdrop to existing designated and non-designated heritage assets in both longer and shorter range viewpoint locations. New high density development ought to consider the visual connections between the area and the city centre. This may help to ensure that new development preserves and enhances the existing character of the area.

### Form and Layout

6.33 Defining the NDF into smaller character areas and ensuring that there is mutual respect between them in terms of form, layout and design can help to establish a holistic street hierarchy across the area as a whole.

6.34 Open space can sit at the heart of a local community as the focal point for meeting, recreation and events. Successful open space in Ardwick Green Park has an opportunity to be properly integrated with the homes and communities it serves; well connected; fronted; and overlooked at all times of day.

6.35 With the idea that social public spaces will be key to fostering a wider sense of community, the network of spaces in the area, with Ardwick Green at its heart, ought to be designed to:

- Become shared outdoor rooms which promote health, sociability, sense of ownership and identity.
- Be engaging for all ages and abilities, especially supporting family life.
- Integrate a form of community-oriented elements.

6.36 To this effect, open spaces like Ardwick Green Park and other identified opportunities for new public spaces could include play equipment, exercise opportunities, multi-use free sport spaces, and dog walking.

6.37 To reinforce the residential core of Ardwick Green North, higher density mixed use developments on the periphery of the NDF boundary could be clearly separated from existing residential communities in their design, with walking and cycling routes circumnavigating this area. This could help mixed use development to come forward in the right manner by establishing it as a destination in its own right whilst preserving the residential character and amenity currently afforded to local residents.

6.38 This structure could aid legibility and provide cycle friendly links that tie-in with the wider Bee Network currently being promoted across Greater Manchester. Cycle links could then be complemented and connected by strong public realm linkages that offer traffic-free connections through the area, with segregated routes between transport modes. Clear routes that allow heavy footfall generated by late night uses, such as the Apollo, could guide pedestrians to primary and nearby transport modes, such as Piccadilly Station.

6.39 Re-establishment of the built form to the edges of the protected Ardwick Green could also assist with improving both the quality, safety and function of the park itself. It could reference the previously contiguous street frontage that was once clear and obvious in the design and establishment of the Park as a focal point for the community.

## Scale and Massing

- 6.40 It is envisaged that density within established residential communities is brought forward with a clear relationship to the existing built form, which predominantly comprises residential properties between 2 and 4 storeys. This could help to preserve its existing residential character, whilst other parts of the NDF offer the opportunity for increased vibrancy and vitality during the daytime, evening and weekends.
- 6.41 This composition of scale and massing could allow development to come forward on sites outside of Ardwick Green North in a complementary matter. Sites that offer opportunities for comprehensive redevelopment could maximise their potential by relating in scale to surrounding areas, such as Mayfield, provided that existing residential amenity is not significantly impacted. Key views out of the park present the opportunities for vistas at either end to help develop enclosure and positive active surveillance in the public realm.
- 6.42 It is the aspiration of the Council that higher density developments assess their impact from key viewpoint locations within and outside of the NDF area. Good practice in design for taller buildings ought to be adhered to by respecting the principles set out in relevant design guides and as enshrined in local and national planning policy. Assessment of their impact ought to be clearly set out and such schemes can be reviewed by a design review panel, in addition to close working with the local community on developed proposals.
- 6.43 It is also an aspiration that development proposals are assessed in detail in relation to their potential impact on residential amenity through their scale and massing, including considerations such as daylight, sunlight and microclimate conditions.

## Use and Quantum

- 6.44 The site analysis of the area evidences that it is not currently fulfilling its potential in terms of its location, mix of uses and level of activity, which has in turn offered less support for local amenities, such as convenience retail, to come forward. A better utilisation of brownfield land could support more activity, use and vibrancy in the area that ought to be beneficial for jobs, new homes and the overall quality of the area, and offer local facilities to provide more accessible and better-quality shops.
- 6.45 This framework envisions that new commercial uses and increased amounts of floorspace are predominantly kept away from Ardwick Green North where the existing residential community exists. Opportunities for delivery of new social, affordable or market value housing could be brought forward sensitively in relation to the existing community and undertaken in close consultation with them. Different types of tenure and tenancy arrangements could be explored to maximise the quality and affordability of the housing offer as the area develops over time.
- 6.46 Opportunities for increasing quantum of development on existing sites could be promoted to support more appropriate economic activity in the area. A range of different work environments are envisaged across the area from light industrial and maker spaces, to modern flexible office space.
- 6.47 Areas within the Knitting District have opportunities for delivering increased amounts of employment space to support the growth of independent makers and creatives that is already taking place in the area. This would also be a fitting reference to the area's working history, rooted in textiles manufacturing and the cotton industry. Workspaces could be modern, flexible and studio spaces that promote co-working, whilst modern

and light industrial uses could be safely and appropriately integrated.

- 6.48 Areas such as the City Gateway and Union Street have opportunities to greatly increase the quantum of development on site and it could be possible to bring this forward with a mix of uses, such as retail, office, leisure and new homes. The NDF envisions that new development in this location responds to land allocations; the emerging strategic context of the development; and addressing the needs of the local community and surrounding areas.
- 6.49 Other NDF Character Areas identified could promote the repurposing of land that is relative in kind to the existing development that borders it, in terms of both use and quantum.

## Parking

- 6.50 The area is envisaged as a low car use area in the future, in line with the environmental sustainability aspirations set out in the NDF. The relationship of Ardwick Green to the centre's core and accessibility of public transport makes this a highly sustainable location, provided that walking and cycling connections are also improved to and through the area and parking controls considered are introduced in a pragmatic manner.
- 6.51 For example, some residents will require access to private car parking, and there may also be requirements for visitor and commercial access by car. By addressing the existing on street commuter parking that currently takes place through a residents only parking scheme, or similar type of parking controls, better conditions could be created.



- 6.52 In tandem with the introduction of parking controls, and in accordance with planning policy requirements there will need to be a consideration of parking requirements and how they can be accommodated in the curtilage of any emerging development proposals. Priority ought to be given to travel planning and investment in, and promotion of, sustainable means of travel.
- 6.53 Where parking is accommodated it ought to be designed to integrate with the overall street environment and offer the ability to charge electric vehicles where appropriate. High levels of cycle parking ought to be provided across the area. This may include both spaces on street and within buildings.
- 6.54 There is the potential to create a cycle hub with secure storage and on-site showers and changing within holistic development proposals in specific character areas, where the scale of development may support such a facility. This could allow workers access to facilities that smaller businesses can't often provide due to space restrictions. It could also be broadened to allow residents to rent a wide range of bikes for leisure or commuting purposes.

### Sustainability and Social Value

- 6.55 In addition to the objective of greening the area and encouraging active travel, which would inevitably bring about positive change with regard to ecology, biodiversity, and the social value of street and public spaces, there are a wide range of other elements that make up sustainability that could be promoted.
- 6.56 New developments, refurbishments or alterations within the area ought to consider their ability to contribute

toward nationally and locally ascribed Net Zero Carbon Targets. This approach is known as 'Whole Lifecycle Carbon' assessments and can be a starting point for appraising early designs and can be promoted in the final designs where feasible and viable to do so.

- 6.57 One way to achieve this would be to identify where existing buildings and structures can be repurposed for new uses as a starting point. Where buildings are demonstrated as being no longer fit for purpose, options may be explored to minimise embodied and operational carbon for developments. New developments could well also be appraised in order to consider their adaptability for future use, or for the propensity of the design to be recycled.
- 6.58 Where possible, green and blue infrastructure can be considered in terms of how developments can contribute to this agenda. Public spaces can provide a network to draw people to and through the area, providing a vital place for leisure and offer an attractive setting for new development. Sustainable urban drainage systems should be considered when bringing forward development proposals, in line with Local Planning Policy.

### Continued community engagement

- 6.59 As set out in the overarching development principle, this NDF represents a new beginning in terms of listening to the views of the community and ways in which the area could be improved for existing residents, as well as providing a vibrant neighbourhood that people want to travel to for work or leisure.

- 6.60 To date, there has been a significant amount of invaluable feedback from the local community to identify both their key issues and needs. All development proposals could seek early engagement with the local community to ensure that their needs and concerns are addressed in the development of proposals.
- 6.61 There is an opportunity to improve the connection between the businesses in the area and the local resident population of Ardwick in terms of providing education, training and employment opportunities. Community facilities or online notice boards could advertise physical and digital opportunities for work and development of skills.
- 6.62 Not only could this bring about a more cohesive neighbourhood and develop a better relationship between business and community in the area, but it could also offer mutual benefits to the new and existing businesses who need a local pool of talent and those residential neighbourhoods whose residents may benefit from the opportunity to develop skills and long term careers.





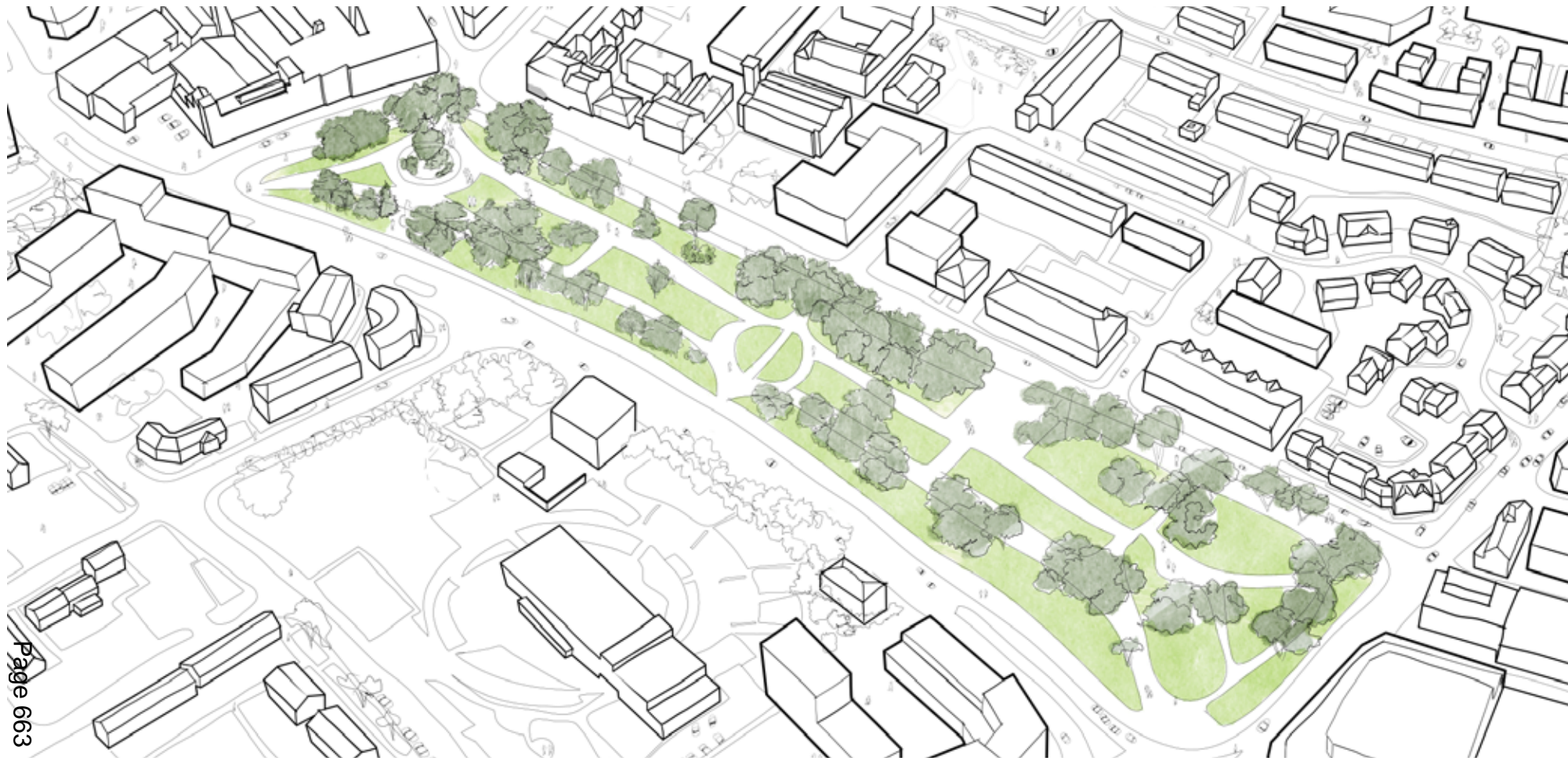
### The Illustrative Spatial Framework

- 7.1 The illustrative spatial framework is a demonstration of how the key design and design and development principles can be realised in the area. It is an indicative proposition for future exploration with key partners and collaborators having regard to all relevant planning policy.
- 7.2 The existing planning policy framework acknowledges that inner city areas and the City Centre are critical in delivering a significant number of new homes to support the city's growth.
- 7.3 This area has the capacity to help achieve this key objective with the potential to accommodate new and improved social rented, affordable and market sale homes. Furthermore, the area is capable of meeting economic objectives by attracting investment and offering the capacity to create new commercial development.

### Phasing and Delivery

- 7.4 Whilst this Framework does not seek to be prescriptive with regard to the short and long term ambitions of the NDF, there does need to be further consideration of the sequencing of delivery for improving the area.
- 7.5 This sequencing should seek to ensure that current needs of the community are addressed whilst preserving the possibility of achieving the long term vision set out in this document. Any remodelling of any housing stock must be undertaken sensitively and take into account the diversity of the local area.
- 7.6 The actions suggested for each of the Character Areas to achieve the long term vision are set out below.





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## Ardwick Green Park

- 7.7 The protection of Ardwick Green Park as a local green space at the heart of the neighbourhood is a key objective of the NDF. It will be preserved and there is an opportunity for improvement as part of the on-going activity in the area.
- 7.8 The park's historic role, as the focus of the emerging Georgian township in the eighteenth century and the way that this can still be read in the layout and arrangement of the park, ought to be preserved and enhanced.
- 7.9 The relationship between the park and the surviving Georgian built fabric bordering the park is key to the area's local distinctiveness. It is critical that any developments within the Ardwick Green area do not disrupt this relationship and instead should seek to support complementary forms between open space and buildings.
- 7.10 The park is, however, currently underutilised. It could be, once again, a space for family and community life; providing a breathing space away from the home or the office for residents of Ardwick Green and occupants of the commercial premises in the area.
- 7.11 Opportunities may be sought where they improve safety and security in the park, to provide better lighting and to provide facilities which could make the park more attractive to local children and young adults. Gym and play equipment could bring about health and social benefits.
- 7.12 There are also great opportunities for supporting biodiversity and planting that could sow seeds of greening through the surrounding Character Areas near to the park.

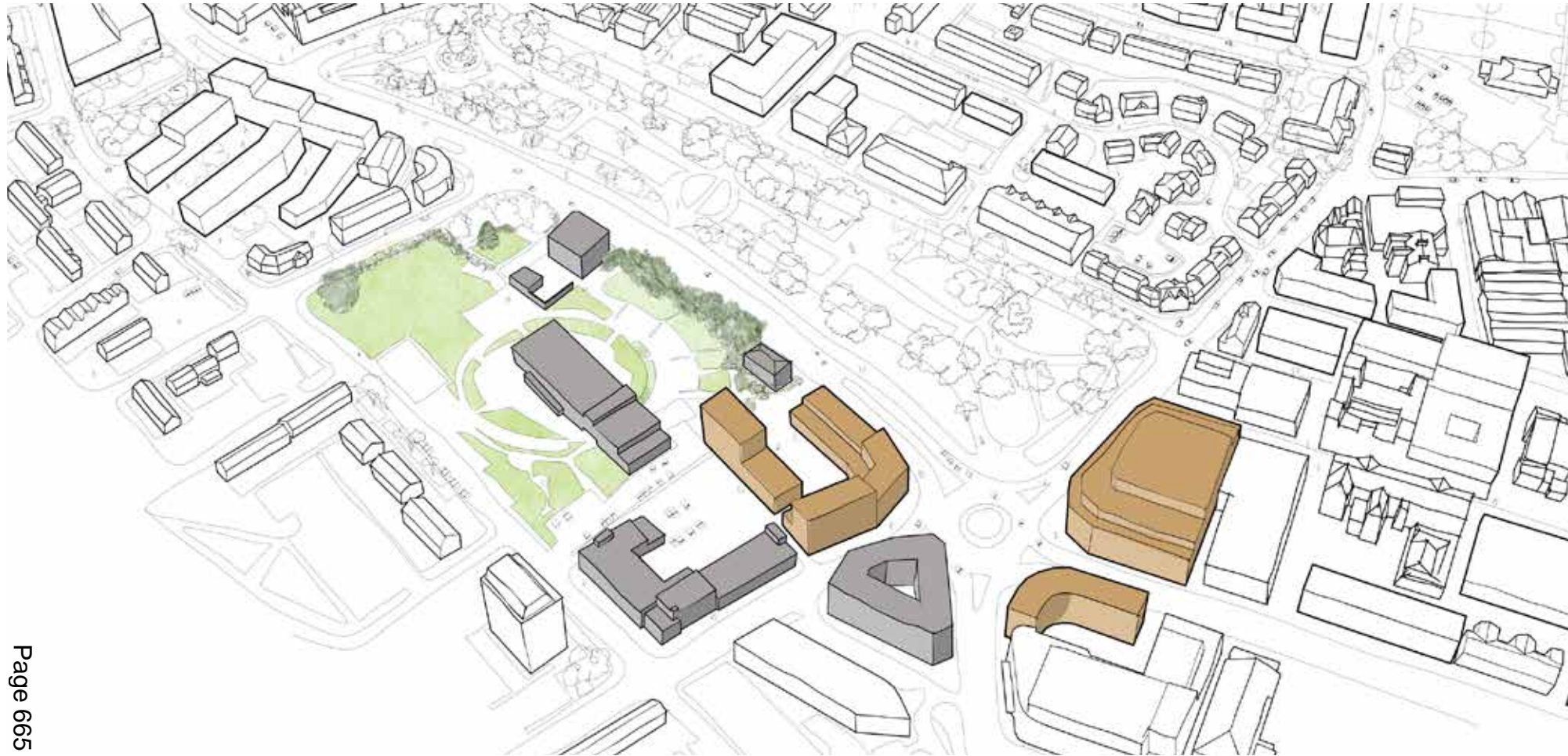




## The park's role in connecting neighbourhoods

- 7.13 The park's situation as part of a network of green spaces to the south of the city centre, ranging from Hulme Park to All Saints/Brunswick Park to Gartside Gardens to Ardwick Green to Mayfield could be capitalised upon and promote better walking and cycling connections through this part of the city.
- 7.14 The provision of an additional controlled crossing of Ardwick Green South, associated with the routes through the park, could assist in this objective and better connect the residents of Ardwick Green to the community facilities including the school and health centre to the west of Ardwick Green South, for example.
- 7.15 Routes through the park and entrance points could also be used to focus on other key connections that have been suggested as part of adjacent Frameworks, the technical details of which would need to be agreed. This should consider the opportunity for new cycle routes to connect into the wider strategic networks being brought forward across the city and wider region.
- 7.16 Better lighting may allow the park to provide an alternative north-south route to the pavements on the busy A6 as it connects, amongst other things, the Apollo concert venue with the public transport connections at Piccadilly. The pedestrian environment on the streets bordering the park is also poor and could be improved.
- 7.17 There is an opportunity for forms of development that would restore a regularised street frontage on the opposite sides of the roads bordering the park. This would reinstate the built form that used to surround the park and the provision of residential or commercial accommodation could allow more windows to overlook the park, and improve natural surveillance and security.





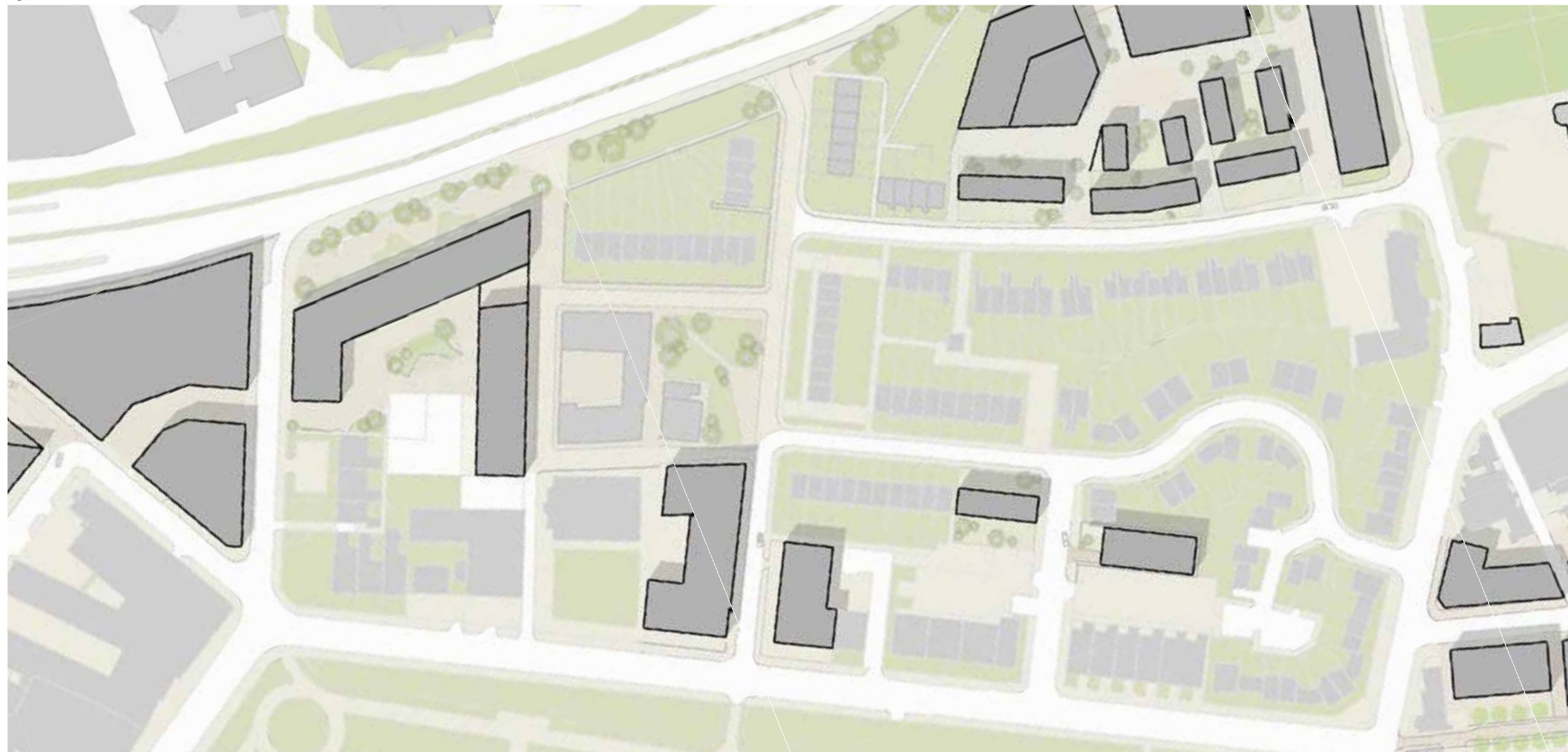
## Community and cultural hub

- 7.18 The roundabout at the Apollo, located at the junction of the A6 (Stockport Road) and the A57 (Hyde Rd), is the southernmost point of the NDF area. It acts as the Gateway to the Ardwick Green neighbourhood for people approaching from the south and connects the adjacent communities, particularly Brunswick and Ardwick Green.
- 7.19 Opportunities to improve the pedestrian environment, prioritising pedestrians over vehicles and, easing movement around the junction could be sought as developments in Ardwick Green come forward. The site is a key gateway to the Ardwick Green area when travelling from areas like Gorton and Levenshulme to the south east.
- 7.20 Development of the sites around the junction could provide active building frontages - providing local amenities such as café or convenience retail which, when aligned with existing healthcare and educational assets adjacent could promote the concept of this key node as a 'hub' for the community.
- 7.21 Above these community uses and supporting residential amenities at ground level, a range of commercial and residential uses could be supported to blend the area with the adjoining Knitting District character area. The former Hippodrome site has been identified as having short term potential for a landmark development that terminates the vista from Ardwick Green Park looking south east. Given this key view out of the park, the proposals for this site should be of high quality to reflect its importance.
- 7.22 The presence of the Apollo Theatre at the junction means that the roundabout has a presence in the minds of Mancunians. The characterful nature of the Apollo building provides clues as to the ways in which developments of character might be brought forward, in turn assisting with creating a more habitable and people friendly place.





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7.23 More appropriate forms of development could be considered on the petrol station site to provide genuine convenience retail in the area, of which there is a current acute deficit. There are further opportunities to reinstate buildings to the back of pavement line, whilst seeking to retain or reference the buildings of character identified.

#### Ardwick Green North

7.24 The existing residential community situated to the north of Ardwick Green is at the heart of this NDF, both in terms of its location and the need to address concerns and improve the area for the local population. It is an aspiration in this NDF that the problems with commuter parking are addressed, particularly in this Character Area. This is discussed further at the end of this section.

7.25 There are opportunities to increase the density of residential accommodation in this area and provide further housing which would add to and seek to complement the existing residential community.

7.26 This could include sensitive redevelopment of surface car parking or similar brownfield 'gap' sites and, potentially, the sensitive renewal of some of the older social housing stock over time.

7.27 Key considerations for any development proposals in this sub area are: the tenure and affordability of the offer proposed; the needs of the community; the scale and nature of the existing residential stock adjacent; and the impact on privacy of existing and new residents/occupants.

7.28 There is an opportunity for proposals in this area to improve the quality of the public realm and achieve a consistent, people-friendly feel with a view to giving this area, the residential 'village' within the Ardwick Green neighbourhood, a distinct identity and sense of place.

Appendix 2, Item 13





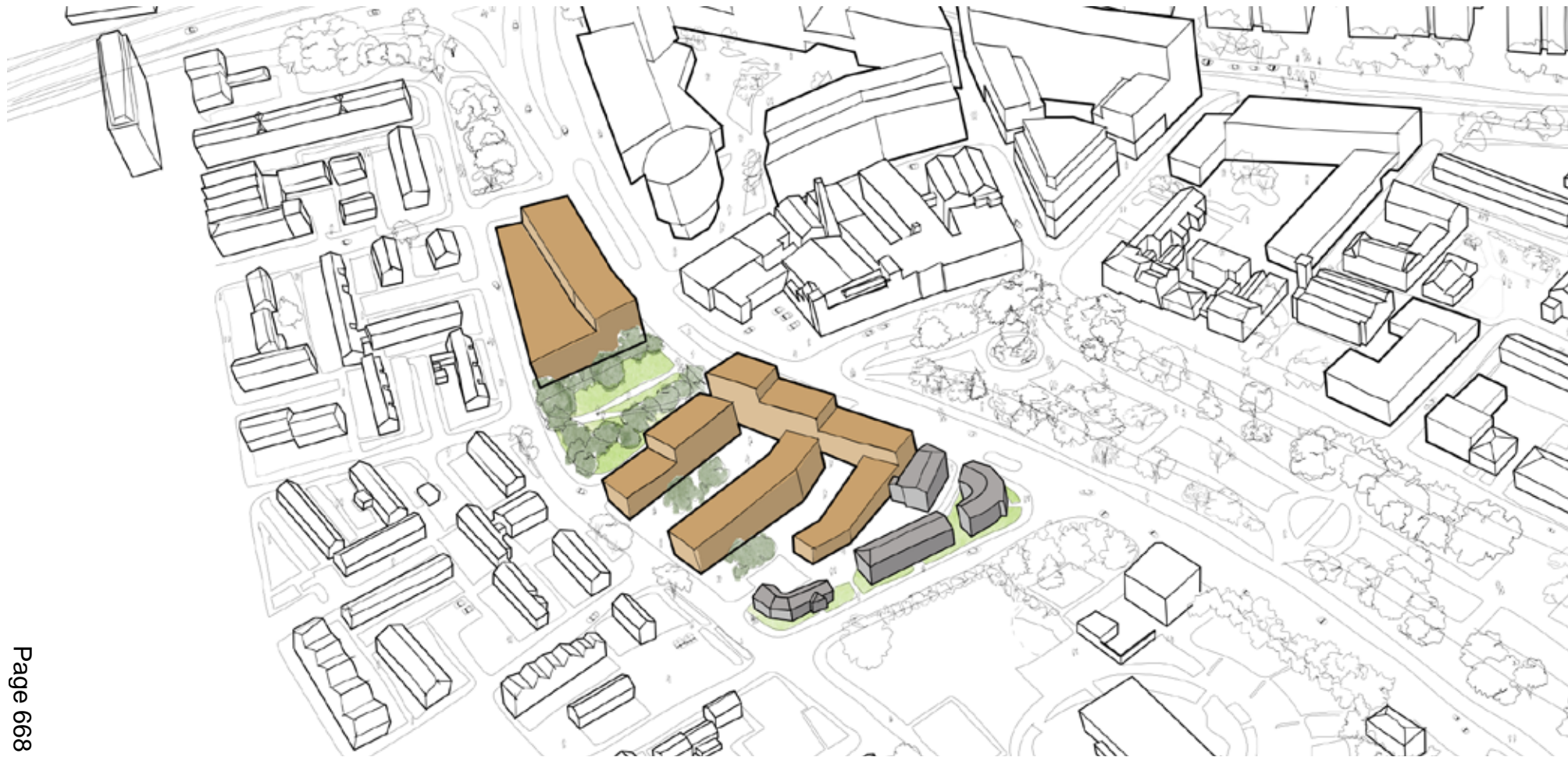
7.29 Opportunities ought to build on the 'Nature of Ardwick' strategy and further green the neighbourhood. In particular, planting could be used to develop a green 'buffer' between the residential properties and the Mancunian Way to the north.

7.30 There may also be opportunities to introduce green spaces within currently underutilised pockets of land, particularly along Cotter Street. They could provide a better pedestrian connection between Ardwick Green Park and any potential future crossing between the NDF area and Mayfield to the north.

7.31 The area to the north of the Green contains a number of buildings identified earlier in this document as contributing to the character of the area, including the school house buildings on Thirsk Street and the listed Georgian properties fronting the park. It is envisaged that development proposals seek to ensure that these buildings are retained and that their fabric and setting is preserved and enhanced.





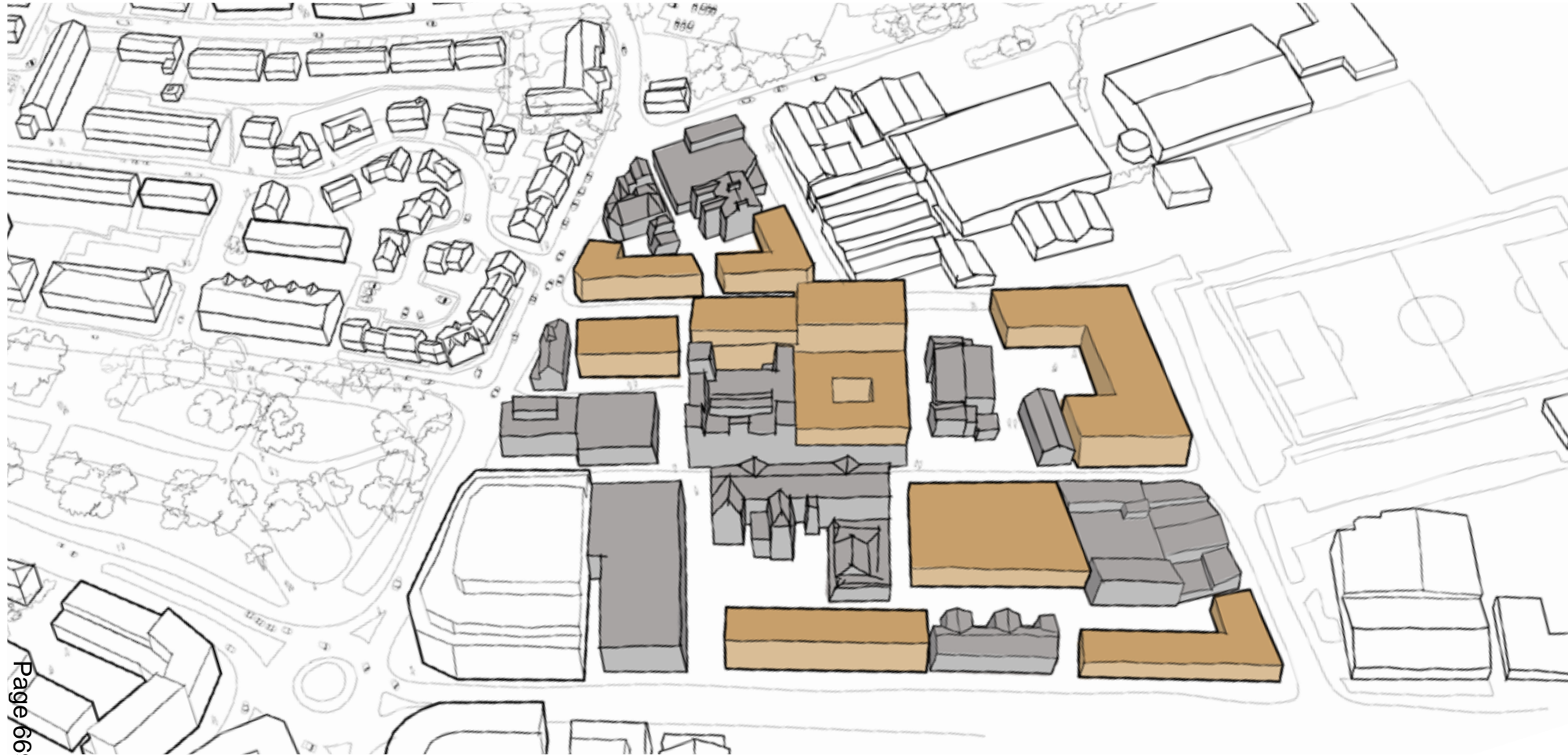


### Ardwick Green South

- 7.32 Land use here is fragmented currently, but the framework envisions a variety of uses on the sites to the south of Ardwick Green South, including residential and/or commercial uses.
- 7.33 It is an aspiration that development proposals in this area reinstate the frontage to Ardwick Green South and be of an appropriate scale to address this important primary route into the city centre, whilst also respecting the scale and privacy of residential properties within Brunswick along Wadeson Road.
- 7.34 The green spaces to the north of Kale Street and to the north of Grosvenor Street could be retained and enhanced as part of the network of green spaces, which could better link Brunswick, Ardwick Green and Mayfield.







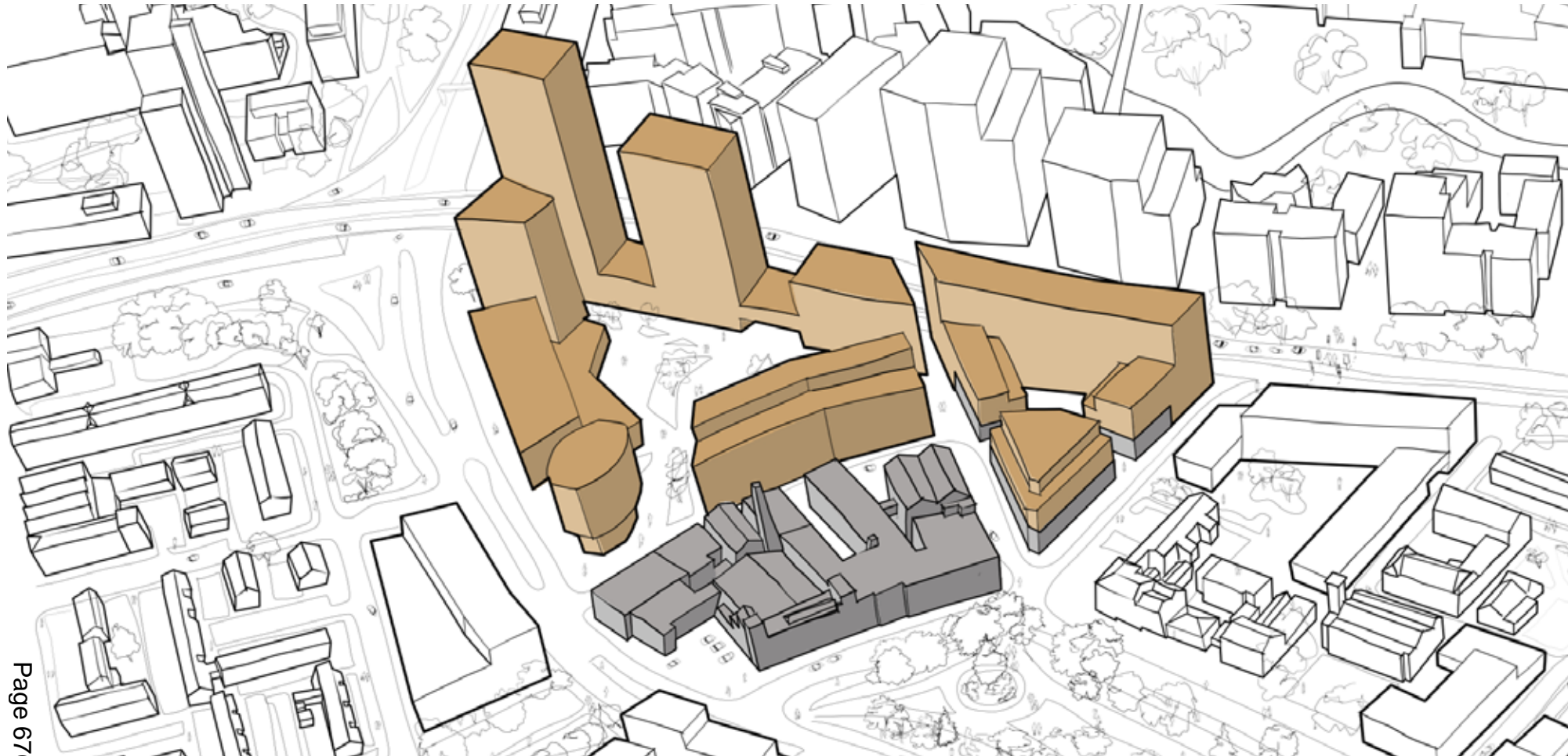
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## Knitting District

- 7.35 The eclectic and characterful mix of buildings in the area around Dolphin Street give this area a unique feel. A number of these buildings are identified as being worthy of retention within this NDF to support that aesthetic.
- 7.36 Opportunities could be sought to capitalise on this dramatic streetscape by sensitively repurposing existing buildings where necessary and encouraging high quality development adjacent to these existing warehouses and townhouses.
- 7.37 The existing streetscape suggests opportunities for a range of new buildings, which could vary in height or mass, but the setting of the existing buildings adjacent to these opportunities is a key consideration. Incidences of any proposed buildings that are of a greater scale to their surrounding buildings should be tested to understand their impact and be of the highest design quality in line with planning policy.
- 7.38 The introduction of more varied uses in the area, in addition to the manufacturing and commercial uses prevalent, and the provision of active frontages at ground floor level, could aid in providing 24 hour use and a higher degree of passive security. This could take place through both new developments and restoration of existing buildings of a distinctive character, with both residential and commercial developments supported.
- 7.39 Dolphin Street itself could provide a key link to potential future developments in east Ardwick and there is an opportunity to improve the public realm and provide better lighting along Dolphin Street.





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## City Gateway

- 7.40 This sub area currently contains a large underutilised site and presents an opportunity to create a marker for Ardwick Green on the approach from the City Centre.
- 7.41 Whilst no specific heights or uses can be prescribed through this NDF, a mix of uses at a higher density compared to elsewhere in the NDF area may be appropriate in this location; capitalising on the clear opportunity that the site under one ownership offers to improve the economic productivity of this large portion of the NDF area.
- 7.42 Any development of this area could seek to improve the street frontage to the A6 and improve the pedestrian experience, both along the A6 itself and by offering alternative pedestrian routes. This may provide the opportunity for the creation of new public spaces within the perimeter of the site and additional opportunities for ground floor active uses.
- 7.43 The scale of development within this sub area could increase adjacent to the Mancunian Way to reflect the scale of development proposed at Mayfield and within the Innovation District (ID Manchester – former UMIST Campus).
- 7.44 However, the scale of any development proposal must be carefully considered both in relation to its potential impact on the setting of designated heritage assets. The Drill Hall and Tazaro House currently terminate views from Ardwick Green Park and large-scale development in this location should consider their relationship carefully to these assets.
- 7.45 The eclectic mix of characterful buildings, including the nineteenth century Drill Hall and Tazaro House, could be repurposed for appropriate commercial uses as this would complement the creative industries residing in the area currently.
- 7.46 It is envisaged that development of sites within this sub area, as elsewhere in Ardwick Green consider the car parking requirements of occupiers carefully to avoid





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worsening the on-street parking situation in the rest of Ardwick Green.

7.47 Ultimately, the quantum, type and location of any potential development in this location would need to be tested at detailed design stages and based on robust identified market need and financial viability appraisals. Every effort should be made to maximise the regeneration benefits of proposals for the benefit of the local area and wider city region.

#### Union Street

7.48 Union Street provides the other opportunity within the Ardwick Green NDF area for an increase in density and a mix of uses could be appropriate here.

7.49 Any development in this area does, however, need to be cognisant of the residential neighbourhood adjacent and, particularly along Brydon Avenue, needs to respect the scale and the privacy needs of residential properties to the southern side of the street overlooking the site.

7.50 There may be opportunities in the development of this area and adjacent areas to create alternative pedestrian/cycle routes that would serve to better connect the city centre and Mayfield to the NDF area, including leisure facilities at Powerleague and at the Apollo. Where possible, transport modes should be kept separate from one another to improve safety, accessibility and overall use.

7.51 Again, car parking requirements of residents/occupants is an important consideration within the context of the existing parking issues and ought to be addressed as the area moves forward.





## Next Steps

- 7.52 Subject to endorsement of this document by Manchester City Council and board approval by One Manchester, there are a number of important next steps for Manchester City Council and project partners that need to take place to ascertain the best way of implementing the ambitions of the Ardwick Green NDF:
- 1) Undertake further technical work to set out and agree a strategy for the management of residential and commuter parking that is currently adversely affecting the area. This will consider the options to implement traffic regulation orders, metered car parking, and a residents parking scheme, with a combination of all three options currently considered to be the most appropriate to achieve the vision set out in this NDF;
  - 2) In conjunction with the relevant residents, registered providers and landowners in the area, undertake an audit of the existing social and affordable housing stock to appreciate the ways in which improvements could be delivered;
  - 3) Support the opportunities presented and allow key stakeholders to carry out further detailed design and feasibility work on the potential form and function of the crossing points that could be included both within and to adjoining areas to improve connectivity, including crossings over the Mancunian Way and the A6;
  - 4) Work closely with the Manchester City Council Highways department to align proposed cycle network improvements proposed across Greater Manchester with the vision within this NDF; and
  - 5) Take steps to support community projects that could help to deliver immediate positive change in the local area and public spaces, such as tree planting and play equipment, where feasible.



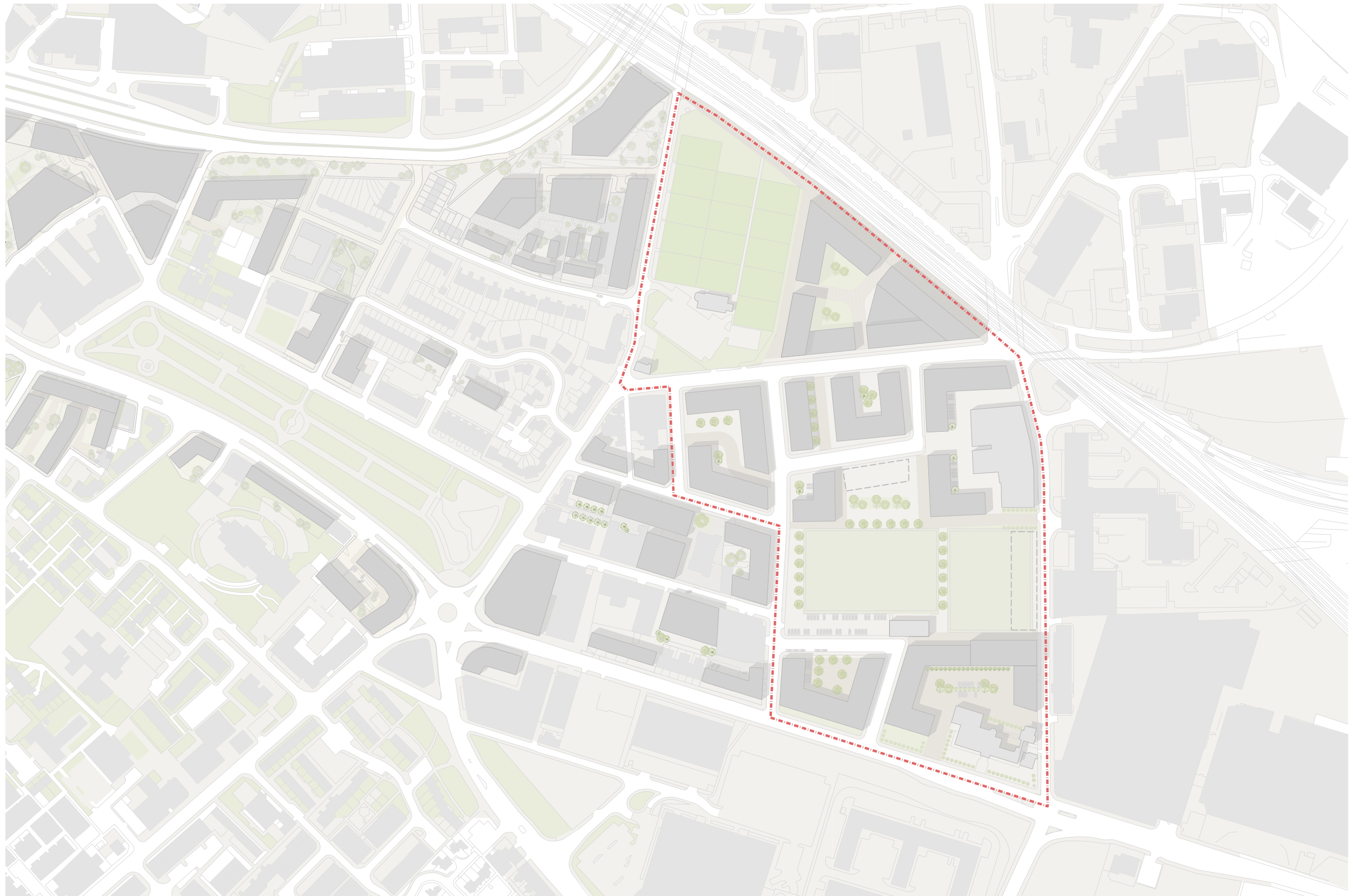


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- 7.54 Although technical in nature, all solutions to the further work set out above can be developed through positive and close working with the existing community; landowners; and statutory stakeholders. There are a variety of mechanisms to bring forward wider environmental improvements across the area, including planning contributions. All mechanisms will be considered.
- 7.55 All sites should be brought forward in accordance with local, regional and national Planning Policy, with regard to the details and ambitions set out in this NDF as a material consideration following endorsement.

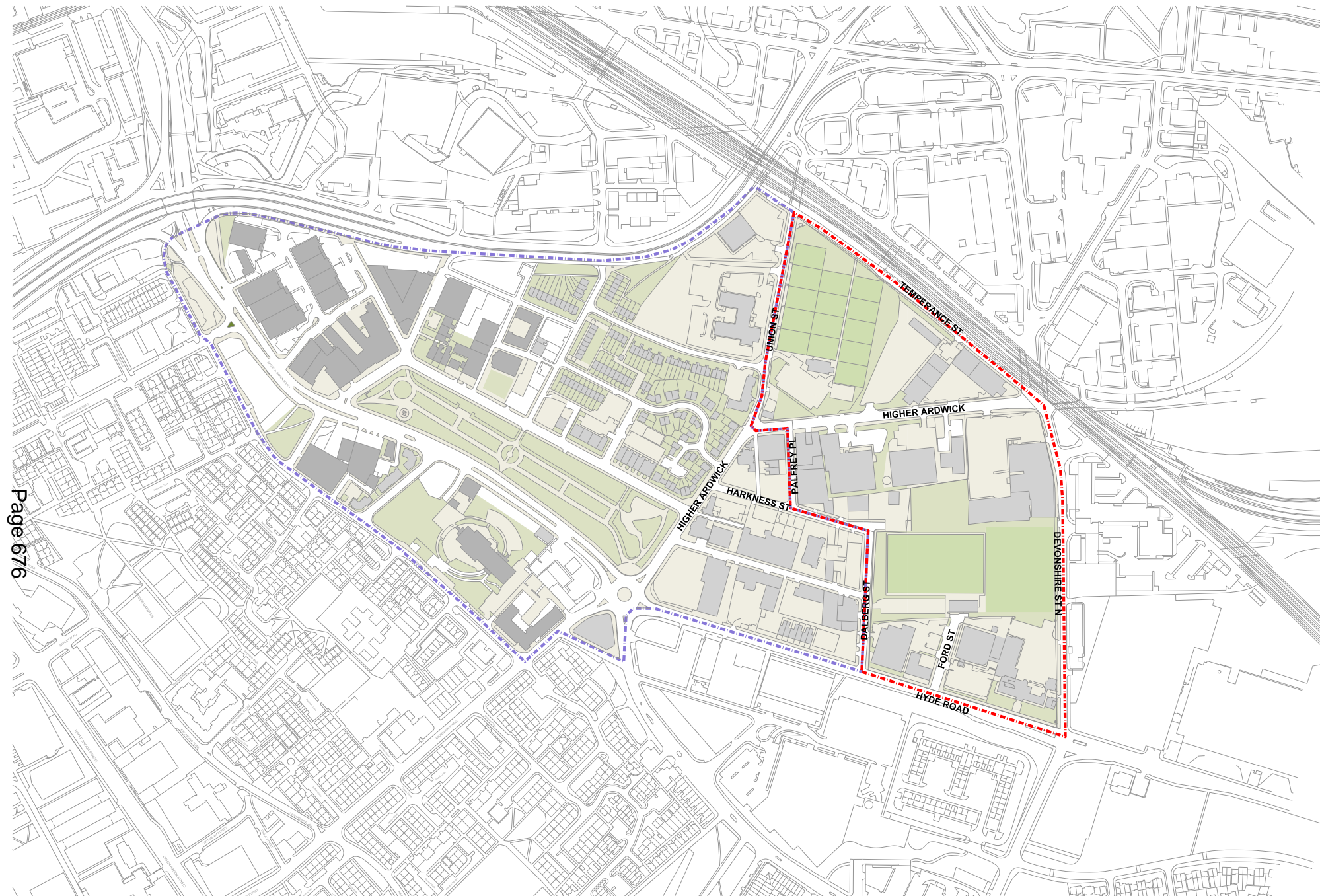


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# 1 Introduction



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Boundary of Ardwick Green NDF shown in blue and boundary of this extension in red

- 1.1 This Draft Ardwick Green Neighbourhood Development Framework (NDF) Nicholls Campus (NDF) Extension (the 'NDF Extension') has been prepared as an extension to the recently prepared Ardwick Green NDF, which was endorsed by the Manchester City Council Executive on 11 November 2020 as a basis for public consultation. A final version, taking account of comments and representations made, will be brought back to the Executive for approval in March 2021 to be endorsed as a material consideration for the area.
- 1.2 This NDF Extension therefore seeks to extend the area of coverage and continue the principles set out in the Ardwick Green NDF to cover a wider area associated with the Nicholls Campus, and industrial land to the north. This document aims to build upon the concepts developed in the Ardwick Green NDF, and, along with planning policy, seeks to guide development activity in a way that is beneficial, contextual, appropriate, and distinctively Ardwick.
- 1.3 The need for both the Ardwick Green NDF and the Extension is derived from Ardwick Green's proximity to the City Centre's employment, leisure, cultural attractions and transport connections. Combined with improving economic conditions in the City Centre, this has resulted in an increased level of development interest in certain parts of the Study Area that require guidance to encourage a holistic approach to future activity.
- 1.4 This document has been prepared and is brought forward in line with national and local planning policy, including the key tenets of the National Planning Policy Framework (2019), and Manchester City Council's Core Strategy (2012) and other material considerations.

## Nicholls Campus – Introduction to the Neighbourhood Development Framework (‘NDF’) Extension Area

- 1.5 The original NDF area, Ardwick Green, is a 23 ha mixed use area on the south east edge of Manchester City Centre, with an existing residential community and a range of commercial occupiers operating a number of small and niche businesses ranging from creative and digital, warehousing and distribution as well as manufacturing and textiles.
- 1.6 This NDF Extension document is intended to broaden and refine these principles to cover the area to the south east of Ardwick Green, covering primarily the Nicholls College Campus area, currently owned by The Manchester College, and industrial areas to the north. The northern part of the NDF Extension area is currently occupied by a number of industrial warehouses to the north and pitches operated by Power League. This subdivision of use and townscape naturally divides the area up into four areas that present different types of opportunity to support positive growth in the area over time.
- 1.7 The whole NDF Extension area is bounded by the railway viaduct to the north, the A665 to the east, Hyde Road to the south and the Ardwick Green NDF area to the west. The extended area therefore forms a natural extension to the wider Ardwick Green neighbourhood, linking to the original NDF’s character areas to the west, such as Union Street, Ardwick Green North, and the Knitting District.

- 1.8 The opportunity has arisen as a result of both the momentum generated by Ardwick Green; and The Manchester College announcing plans to consolidate their existing 14 locations onto just five main campuses. This relocation is underway, with impetus provided by the commencement of construction of a new £100m state of the art facility on the former Boddington’s Brewery Site to the north of the city centre, near to the AO Arena, and is due to complete in 2022<sup>1</sup>. As the Nicholls campus in Ardwick is not being retained, there will be opportunity for repurposing and redevelopment of this site once vacated by the college.
- 1.9 Full analysis of the NDF Extension area is provided in this document (Section 5), which follows on from a detailed account and understanding of its strategic and planning context (Sections 2 and 3). The objectives promoted to control development and promote sustainable growth are then set out in Section 6. The strategy for implementation is provided in Section 7, which will be progressed subject to endorsement of this NDF.

### Project partners

- Manchester City Council
- The Manchester College

### Authors

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- Deloitte Real Estate
- Stephen Levrant Heritage Architecture

## NDF Structure

- 1.10 The remainder of this NDF Extension document is structured as follows:
- Section 2 – Policy Context
  - Section 3 – Strategic Context
  - Section 4 – Vision
  - Section 5 – Area Analysis
  - Section 6 - Design and Development Objectives
  - Section 7 – Implementation and Delivery
- 1.11 Subject to and following the endorsement of this draft NDF Extension, a public consultation exercise will be undertaken to seek comments and views on the contents of the draft document. Engagement will develop our understanding of the opportunities presented by the area and encourage comments to be made on the vision, proposed design and development objectives, and the implementation strategy.
- 1.12 The final version of the NDF Extension will make any necessary adjustments based on the consultation comments received and be taken back to Executive for final Endorsement.

<sup>1</sup>Manchester City Council, Executive Committee (13 March 2019) <https://democracy.manchester.gov.uk/documents/s5296/Boddingtons%20SRF.pdf>



### Manchester Core Strategy (2012)

- 2.1 Manchester adopted its Core Strategy in 2012, which sets out the City Council's vision for Manchester to 2026, along with the planning policies that provide the framework for delivering that vision. The Core Strategy provides strategic planning policy to underpin the delivery of the City Centre Strategic Plan and the Strategic Regeneration Frameworks, and their contribution to the Sustainable Community Strategy.
- 2.2 Currently, Ardwick as a whole falls within both 'Central Manchester Regeneration Area' and the 'Inner City', as set out in the Core Strategy. Policies within the Core Strategy of particular relevance to the NDF Extension area include:
- **Policy SP1 Spatial Principles:** An emphasis is on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres, which meet local needs, all in a distinct environment. The majority of new residential development in these neighbourhoods will be in the Inner Areas, defined by the North, East and Central Manchester Regeneration Areas. It is noted that the River Valleys, including the Irwell, and the City Parks, are particularly important; access to these resources will be improved.
  - **Policy EC1 Employment and Economic Growth:** Development will be supported in sectors that make significant contributions to economic growth and productivity including health, education, retailing, cultural and tourism facilities. The city centre is identified as key areas for employment, and the policy recognises that employment can be provided through a range of activity, including education, retailing, culture and tourism.
  - **Policy EC8 Central Manchester:** Central Manchester is expected to provide approximately 14 ha of employment land. The Council will promote development which has had regard to ensuring employment within Central

- Manchester complements those uses within the City Centre; and improving public transport, walking and cycling connectivity between residential neighbourhoods and employment locations. Identified employment uses suitable for the area include light industrial, general industrial, and education. It notes this area is close to the higher education 'Corridor' off Oxford road, and connection is encouraged.
- **Policy CC4 Visitors - Tourism, Culture and Leisure:** Proposals to improve the appearance, use and accessibility of all cultural and visitor attractions and associated facilities will be supported.
  - **Policy T1 Sustainable Transport:** aims to deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking; both to support the needs of residents and businesses, and reduce congestion. Developments should seek to improve and develop pedestrian and cycle routes.
  - **Policy T2 Accessible areas of opportunity and need:** The Council will actively manage the pattern of development to ensure that new development is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities.
  - **Policy EN1 Design Principles and Strategic Character areas:** In the Central Arc character areas, it is identified that opportunity exists for development on a large scale using innovative urban design solutions. These should use District Centres and key nodes of public transport as focal points and involve existing communities.
  - **Policy EN3 Heritage:** Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.
  - **Policy EN9 Green Infrastructure:** New development will be expected to maintain existing green infrastructure in terms of its quantity, quality and multiple function. Where the opportunity arises and in accordance with current Green Infrastructure Strategies 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. Where the benefits of a proposed development are considered to outweigh the loss of an existing element of green infrastructure, the developer will be required to demonstrate how this loss will be mitigated in terms of quantity, quality, function and future management.
  - **Policy EN 10 Safeguarding Open Space, Sport and Recreation Facilities:** The Council will seek to retain and improve existing open spaces, sport and recreation facilities to the standards set out above and provide a network of diverse, multi-functional open spaces. Proposals will be supported that improve the quality and quantity of accessible open space, sport and recreation in the local area; and provide innovative solutions to improving the network of existing open spaces, increase accessibility to green corridors, and enhance biodiversity. Proposals on existing open spaces and sport and recreation facilities will only be permitted where
    - o Equivalent or better replacement open space, sport or recreation facilities will be provided in the local area;
    - o The site has been demonstrated to be surplus for its current open space, sport or recreation function and the City-wide standards; or
    - o The development will be ancillary to the open space, sport or recreation facility and complement the use or character.
  - **Policy EN 11 Quantity of Open Space, Sport and Recreation:** As opportunities arise, new open space, sport and recreation facilities will be created across Manchester. New open spaces should also be interconnected, to allow for better links for disabled people, pedestrians and cyclists both across and between sites and to enhance the biodiversity of the City.
  - **Policy PA1 Developer Contributions:** Where needs arise as a result of development, the Council will seek to secure planning obligations in line with Circular 5/2005, Community Infrastructure Levy regulations or successor regulations/guidance. Where development has a significant impact on the Strategic Road Network developer contributions would be sought through section 278 agreements.
    - o The nature and scale of any planning obligations sought will be related to the form of development and its potential impact upon the surrounding area. Where appropriate, any such provision will be required to be provided on site. Where this is not possible, a commuted sum payment is likely to be sought. In determining the nature and scale of any planning obligation, specific site conditions and other material considerations including viability, redevelopment of previously developed land or mitigation of contamination may be taken into account. The timing of provision of infrastructure and facilities will be carefully considered in order to ensure that appropriate provision is in place before development is occupied. These issues will be addressed in accordance with guidance in Strategic Regeneration Frameworks and local circumstances. In drawing up planning obligations Manchester City Council gives a high priority to the regeneration objectives set out in the Regeneration Frameworks for each area of the City.

2.3 Manchester City Council is looking to refresh the Core Strategy in light of the emerging GMSF, which is due for consultation in 2021. The review of the Core Strategy will be an opportunity to update planning policy for the city, including the NDF Extension area.

#### Saved Policies of the Manchester UDP

- 2.4 It is considered that the three policies below are of particular relevance to the NDF Extension area.
- **Policies E3.3 and E3.4** – The Council will upgrade the appearance of the City’s major radial and orbital roads and rail routes. This will include improvements to the appearance of adjacent premises; encouraging new development of the highest quality; and ensuring that landscape schemes are designed to minimise litter problems. The Council will create a network of safe and attractive major linear recreational open spaces by linking and making better use of river valleys, canals, disused railways and other appropriate areas of open space.
  - **Policy AB8** notes that sites within the Ardwick Green area are suitable for B1 Office / Industrial use.
  - **Policy AB10** the Council will improve pedestrian facilities and, where appropriate, provide traffic calming measures in neighbouring residential areas, improve and maintain public transport use and enhance the opportunities for economic regeneration in the area.
  - **Policy AB11** public open space at Ardwick Green will be enhanced as recreational areas to safeguard and improve local amenities and confirm their permanent use.

#### Other Material Considerations

##### National Planning Policy Framework

2.5 The National Planning Policy Framework (NPPF) is a material consideration in the determination of all planning applications and articulates the priorities of

‘The Plan for Growth’ within planning policy. The original NPPF in 2012 introduced a ‘presumption’ in favour of sustainable development and supports proposals that are in accordance with policies in an up-to-date Development Plan.

2.6 The NPPF was updated most recently in 2019, but retained the fundamental principle for a presumption in favour of sustainable development. On 30 January 2021, the NPPF was publicised in a consultation draft for comment until 27 March 2021 and seeks to update the language to align with the UN Sustainable Development goals, design codes, and acknowledge changes to housing requirement calculations.

2.7 Sustainable development is about positive growth that supports economic, environmental and social progress for existing and future generations, as follows:

**a) 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;

**b) 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

**c) 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, and mitigating and adapting to climate change, including moving to a low carbon economy.

- 2.8 The NPPF states that the planning system should be genuinely plan-led and that plans should:
- a) be prepared with the objective of contributing to the achievement of sustainable development;
  - b) be prepared positively, in a way that is aspirational but deliverable;
  - c) be shaped by early, proportionate and effective engagement between planmakers and communities, local organisations, businesses, infrastructure providers and operators and statutory consultees;
  - d) contain policies that are clearly written and unambiguous, so it is evident how a decision maker should react to development proposals;
  - e) be accessible through the use of digital tools to assist public involvement and policy presentation; and
  - f) serve a clear purpose, avoiding unnecessary duplication of policies that apply to a particular area, including policies in this Framework, where relevant.

2.9 Paragraph 28 states that non-strategic policies should be used by local planning authorities and communities to set out more detailed policies for specific areas, neighbourhoods or types of development.

2.10 Paragraph 35 outlines the criteria against which plans should be assessed on whether they are ‘sound’, comprising:

- a) Positively prepared – providing a strategy which, as a minimum, seeks to meet the area’s objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;



b) Justified – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;

c) Effective – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and

d) Consistent with national policy – enabling the delivery of sustainable development in accordance with the policies in this Framework.

2.11 These tests of soundness will be applied to non-strategic policies in a proportionate way, taking into account the extent to which they are consistent with relevant strategic policies for the area.

2.12 It is therefore critical that this NDF Extension promotes sustainable development in line with national and local planning policy to ensure that the formulation of the area-based guidance is robust.

## Supplementary Planning Guidance

### Manchester Residential Quality Guidance (2016)

2.13 The Manchester Residential Quality Guidance document was endorsed in December 2016 and aims to ensure that high quality, sustainable housing that meets the needs of the city and its communities will be built. It sets out the components of residential quality to be aligned with as follows:

- Make it Manchester: understanding the character and quality of the various parts of the city and reflect that in the design.
- Make it bring people together: encouraging a sense of community and neighbourliness
- Make it animate streets and spaces: the interrelationship between being, streets and spaces in making a place feel safe and inviting.
- Make it easy to get around: ensure development is well connected and easy to get around.
- Make it work with the landscape: enhancing and improving connection with landscape and nature.
- Make it practical: dealing with the clutter of life.
- Make it future proof: anticipate the impacts of climate change and make residential design more efficient.
- Make it a home: provide sufficient space, natural life and allow people to settle and flourish.
- Make it happen: make sure residential schemes are deliverable.

2.14 Prospective developers and their design teams bringing forward sites for residential development within the Ardwick Green area must demonstrate that the scheme will deliver accommodation of the very highest quality that complies with the guidance.

2.15 Proposals that do not comply with this guidance must provide a compelling justification, based on evidence and options analysis. This approach underpins the Council’s aspiration to encourage the delivery of the highest quality range of residential development, which will contribute to sustainable growth and help establish Manchester as a world class city.

### Allocations

2.16 This NDF Extension does not seek to provide new development allocations for the area and is intended to act as a guide to future development proposals and activity in the area. In this regard, reliance must be had on the existing allocations for the area, which have been reviewed and summarised below for completeness:

- As per Core Strategy SP1, the NDF Extension area is allocated as an Inner Area, which emphasises the need for new housing developments in regeneration areas. It is also located within the Central Manchester Regeneration area, to which the policies ECH8 and H5 of the Core Strategy, set out above, have relevance.
- The area to the of south Temperance Street and the railway viaduct, and east of Union Street is allocated for economic development as a saved policy of the UDP (AB8). This is currently utilised as the Power League pitches.
- The A6 and A57, which both run into and through Ardwick Green, are recognised as major road improvement corridors in Policy E3.3 of the UPD.



## 3 Economic and Strategic Context

### Economic and Market Context

- 3.1 Manchester's economy continues to benefit from the growth of financial and professional services and is being further strengthened and diversified by high added value growth in key sectors such as creative and digital, science and innovation, culture, sport and tourism.
- 3.2 Economic growth has also been supported by Manchester's expanding international connections, centres of excellence in research and higher education, and investment in transport infrastructure, which has increased the diversity and scale of the cities labour markets.
- 3.3 Prospects for economic growth are closely tied to the ability to attract and retain the most talented individuals. It is therefore critical to focus efforts on improving Greater Manchester's attractiveness as a location to live, study, work, invest and do business.
- 3.4 In this regard, a key priority is the delivery of high-quality residential accommodation, consistent with the requirements of Manchester's Residential Quality Guidance, and located within neighbourhoods of choice.
- 3.5 Finally, the Manchester Strategy 2016-25 identifies a clear vision for Manchester's future, where all residents can access and benefit from the opportunities created by economic growth.

### Manchester: A Growing City

- 3.6 Manchester has become recognised as one of Europe's most exciting and dynamic cities, following a thirty year programme of transformation. The city has a diverse population of approximately 576,500<sup>2</sup> according to most recent estimates and continuing to grow rapidly.
- 3.7 Population growth in recent years has been particularly clear among the younger 20-35 years demographic, attracted to Manchester's lifestyle and increasing

<sup>2</sup> MCCFM 2020 – Residential Population Estimate, 2019 - <https://dashboards.instantatlas.com/viewer/report?appid=b0aa98ed7113440581b4b3513ebb6e3d>

employment opportunities, and this in turn is driving further economic growth and enhanced productivity.

- 3.8 The City of Manchester is located at the heart of Greater Manchester, the largest conurbation outside of London, which has a resident population of over 2.8<sup>3</sup> and a combined GVA of over £65.5 billion, accounting for around two fifths of the North West's economic output<sup>4</sup>.
- 3.9 In 2017, almost one third of the £65.5 billion of GVA generated in Greater Manchester was produced in the City of Manchester<sup>5</sup>. Manchester is one of the fastest growing cities in Europe.
- 3.10 By 2025, in excess of 600,000 people are expected to live in the city, up 7.6% on the 2015 estimate. Employment growth of 8.9% is forecast in Manchester between 2016 and 2025 (and 14.1% in the period 2016 to 2036). Prior to COVID-19, this growth rate was forecast to add 35,200 jobs to the Manchester economy, taking the total employment level towards 430,000 in 2025. Whilst progress has been hampered by COVID-19, the overall ambition for significant job creation remains and is even more critical given the need for urban areas to support a return to growth.
- 3.11 In addition, a significant proportion of forecast employment growth is expected to occur in sectors with higher than average GVA. GVA was expected to increase by 21.8% to 2025 with a 45.2% change forecast from 2016 to 2036. During this period, GVA across Greater Manchester is on track to meet its forecast to rise by an average of 2.26% per year, increasing to over £82.8 billion by 2036<sup>6</sup>.

- 3.12 Manchester's enhanced economic performance has been underpinned by a move from its traditional manufacturing and industrial role towards a service-based, high growth economy. Importantly, it is this sector of the economy that provides a large proportion of the high skilled and high productivity jobs in the national economy. Manchester's current and future competitive position is underpinned by a number of key economic assets as set out below, which remain in spite of the current impact of COVID-19.

### Thriving Regional Centre and National Destination

- 3.13 Over the last 20 years Manchester City Council has driven the physical and economic renewal of the City Centre through the development and implementation of strategic frameworks for sustained regeneration, investment and service improvement to ensure that Manchester maintains its position as the nation's leading Regional Centre and that it can successfully compete as an international investment location and visitor destination.

### Trend in Businesses Looking for Agglomeration Benefits

- 3.14 Increasingly businesses are looking for benefits from agglomeration. Business sectors which are influenced by agglomeration (where entrepreneurs, companies, new start-ups and talented workers from disparate economic growth sectors are keen to cluster in locations which can provide business and networking opportunities) are attracted to locations where there are deep labour markets offering an exceptional range of highly qualified and skilled staff.

- 3.15 Manchester's existing business base ensures that it is in prime position to attract such companies that benefit from clustering. This is particularly prevalent in the Technology, Media and Telecoms (TMT) industry as evidenced by the continued growth of MediaCity:UK, for example.

### Mobile and Skilled Workforce

- 3.16 The Manchester City Region offers a high quality and growing workforce of some 7.2 million within an hour's commute of the city. 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 Manchester<sup>7</sup>.

### Accessibility

- 3.17 Manchester has continued to invest significantly in its transport infrastructure, delivering major improvements in terms of accessibility to the regional centre. This effectively stretches and increases the capacity of its travel to work area (and therefore pool of labour), and enhances connectivity between businesses. It also makes the city centre easier to get around and a better place in which to live.
- 3.18 There are a number of strategies that are being progressed by Manchester City Council, set out later in this section, that seek to improve connectivity across the Local Authority and the wider Greater Manchester region. These strategies will directly influence the form and function of new and improved connections that could be brought forward in Ardwick Green to ensure a joined up approach to promoting sustainable travel and reduce reliance on cars for all journey types.

<sup>3</sup> Invest in Manchester, Access to Talent, <https://www.investinmanchester.com/why-manchester/talent> - accessed August 2020

<sup>4</sup> Office for National Statistics, Regional Gross Value Added (Income Approach) tables (released 12 December 2018), <https://www.ons.gov.uk/file?uri=/economy/grossvalueaddedgva/datasets/regionalgrossvalueaddedincomeapproach/current/gvareferencetables2.xls>. Accessed 26 September 2019.

<sup>5</sup> Office for National Statistics, Regional Gross Value Added(Income Approach) tables (released 11 December 2018), <https://www.ons.gov.uk/economy/grossvalueaddedgva/datasets/regionalgrossvalueaddedincomeapproach> Accessed 27 September 2019.

<sup>6</sup> Greater Manchester Combined Authority, Greater Manchester Forecasting Model: Summary of outputs (2017 update), [http://www.manchester.gov.uk/download/downloads/id/25330/i14\\_greater\\_manchester\\_forecasting\\_model\\_017\\_-\\_manchester.pdf](http://www.manchester.gov.uk/download/downloads/id/25330/i14_greater_manchester_forecasting_model_017_-_manchester.pdf). Accessed 26 September 2019.

<sup>7</sup> Invest in Manchester, Universities in Manchester Access to Talent, <https://www.investinmanchester.com/why-manchester/talent> - accessed August 2020

## Manchester International Airport

3.19 Manchester's airport is the third largest in the UK, and is the primary gateway for the north of England, serving over 200 destinations worldwide. Direct flights serve all of Europe's major cities and the airport provides long haul routes to North America, the Middle East, Asia and Australasia. At present the airport serves about 26 million passengers a year, forecast to rise to 45 million by 2030.

## Sport

3.20 Manchester's pre-eminence in football is represented by the presence of two of the leading teams in England, Europe and the world. Manchester City Football Club is based at the Etihad Campus, approximately 2 km from the Ardwick Green area.

3.21 The city is also home to the National Cycling Centre and has established itself as the home for the British Cycling Team. Additionally, the National Squash centre has developed as a global centre of excellence, the GB Water Polo Team uses the pool facilities at Beswick, and the GB Taekwondo team is based at Ten Acres Lane.

3.22 The recently opened Manchester Institute of Health and Performance (MIHP) in Beswick is the home of the English Institute of Sport and the facilities within that complex are world leading. Other major sports such as rugby league, rugby union and cricket have a significant presence across the conurbation.

## Culture, Leisure and Tourism

3.23 The importance of culture, leisure, and tourism to the Manchester economy is increasing, underlining the significance of the City's existing and growing asset base. Whilst there has been a short term impact on culture, leisure and tourism to the city as a result of COVID-19, a long term trajectory of growth is still anticipated in the sector.

3.24 In recent years, this has been boosted by significant investment in new world class facilities and events, such as the Whitworth Art Gallery and the forthcoming Factory Manchester in St John's, which will become a permanent home for the Manchester International Festival.

3.25 Such investments have sustained and opened new domestic and overseas markets, giving Manchester its status as the third most visited city in the UK by international visitors (after London and Edinburgh), with the city experiencing a 21% rise in the number of international visits between 2005 and 2018.

## Emerging Residential Trends

3.26 Developing socio-economic trends, as described above, are driving changes in how people chose to live. Development activity and investment in residential construction in Manchester has increased significantly during the years 2014 to 2020 and looks set to continue. For five consecutive years, residential schemes have been the main driver of record levels of development activity in the city region, delivering 15,000 new homes in the city<sup>8</sup>.

3.27 Most of the development that has taken place in the residential sector have focussed on formalising and professionalising the rental market in the city. New residential schemes for rent are now typically owned and managed by one operator with all bills included and significant residential amenity provision.

3.28 The city is now seeking to increase family home provision in the city, in areas like the Northern and Eastern Gateways, and Ardwick on the boundary of the city centre, with a mix of medium and lower density residential communities.

## Regional Strategic Policy

### The Greater Manchester Strategy

3.29 The Greater Manchester Strategy ('GMS') is Greater Manchester's overarching strategy, which has set the strategic framework for policy development across GM since 2009 and was updated in July 2017.

3.30 This is the third Greater Manchester Strategy and it builds on the substantial progress made since the first was published in 2009 and the previous refresh in 2013. The strategy was refreshed again in 2017 to reflect the change in the economic and political climate, particularly:

- the substantial devolution that is now underway in Greater Manchester;
- the Mayoral election in May 2017 and the Mayor's manifesto commitments; and
- the changing economic and political climate, particularly the vote to leave the EU.

3.31 The Greater Manchester Strategy sets out a very clear vision for the city region. It states 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."

<sup>8</sup> Deloitte Manchester Crane Survey (2021)



3.32 The strategy for achieving this vision is structured around 10 priorities, reflecting the life journey:

- Priority 1: Children starting school ready to learn;
- Priority 2: Young people equipped for life;
- Priority 3: Good jobs, with opportunities for people to progress and develop;
- Priority 4: A thriving and productive economy in all parts of Greater Manchester;
- Priority 5: World-class connectivity that keeps Greater Manchester moving;
- Priority 6: Safe, decent and affordable housing;
- Priority 7: A green city-region and a high quality culture and leisure offer for all;
- Priority 8: Safer and stronger communities;
- Priority 9: Healthy lives, with quality care available for those that need it; and
- Priority 10: An age-friendly city-region.

3.33 The GM approach to delivering these priorities is underpinned by five key enablers:

- Enabler 1: Communities in control;
- Enabler 2: People at the heart of everything we do;
- Enabler 3: An integrated approach to place-shaping;
- Enabler 4: Leadership and accountability; and
- Enabler 5: Taking control of our future.

3.34 The GMS provides the high level framework for action based on a robust evidence base and the results of public consultation. More detailed plans, developed and led by city-region-wide partnerships, set out the specific actions, interventions and investment required to deliver the GM strategic priorities and achieve the GM vision. There are a

number of documents that support the delivery of the GMS as follows:

- **The Greater Manchester Investment Strategy:** supports the implementation of the GM Strategy through investment to create and safeguard jobs, primarily through loans to support the recycling of funding in order to maximise the impact of investment over several funding cycles. The establishment of a second GM Transport Fund to underpin an integrated whole-system approach to the management of the GM transport network and the delivery of Greater Manchester’s transport priorities is being proposed.
- **The Climate Change and Low Emissions Implementation Plan:** 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.
- **The Greater Manchester Work and Skills Strategy:** sets out the GM approach to delivering a work and skills system that meets the needs of GM employers and residents.
- **The Northern Powerhouse Strategy:** 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
- **The Greater Manchester Growth Strategy:** demonstrates how the opportunities provided by HS2 and Northern Powerhouse Rail will be maximised for the benefit of businesses and residents within the city and across GM.
- **The Growth Strategy:** emphasises the importance of HS2 and NPR to the city and the city region, highlighting the significant growth and jobs benefits that these programmes can bring, and demonstrating how the opportunities will be maximised for the benefit of businesses and residents within the city and across GM.

Draft Greater Manchester Spatial Framework (‘GMSF’, 2019)

3.35 The Draft Greater Manchester Spatial Framework (GMSF) seeks to enable an informed, integrated approach to be taken to strategic development planning across Greater Manchester. The purpose of the GMSF is to enable Greater Manchester to manage land supply across the city region in the most effective way, in order to achieve the vision set out in the GMSF and is based on a clear understanding of the role of places and the connections between them.

3.36 Built on a robust analysis of projected employment growth, including a sectoral analysis of Greater Manchester’s key growth sectors, and an assessment of demographic change and the housing requirements arising from such change, the GMSF will provide a clear perspective of land requirements, along with the critical infrastructure - transport, digital, energy, water and waste - required to support development.

3.37 Higher levels of new development will be accommodated in inner areas, enabling new people to move into these highly accessible areas whilst retaining existing communities. A high priority will be given to enhancing the quality of existing and new places, including through enhanced green infrastructure and improvements in air quality.

3.38 The first draft of the GMSF was published for consultation on 31st October 2016 and a further consultation on the Revised Draft GMSF then took place between January and March 2019. Over 17,000 responses were received during the consultation process across Greater Manchester.

3.39 On the 30 October 2020 the AGMA Executive Board unanimously agreed to recommend GMSF 2020 to the 10 Greater Manchester Councils’ for approval to consultation at their Executives/Cabinets, and approval for submission to the Secretary of State following the period for representations at their Council meetings.



3.40 At its Council meeting on 3 December 2020, Stockport Council resolved not to submit the GMSF 2020 following the consultation period and at its Cabinet meeting on 4 December, it resolved not to publish GMSF 2020 for consultation. As such, the 9 remaining Greater Manchester Authorities agreed to progress a revised Greater Manchester Spatial Framework for publication.

3.41 The ‘Publication stage’ is a formal consultation on the draft joint Development Plan that provides an opportunity for organisations and individuals to submit their final views on the content of the plan, which will be progressed during 2021.

#### ‘Made to Move’ Beelines Strategy (2018)

3.42 This plan is an update on the ‘Made to Move’ strategy (2018) and Bee Network launch (2019) and focuses on how the Bee Network, a 1,800 mile network of walking and cycling routes across Greater Manchester, will be delivered.

3.43 The Bee Network will support the delivery of ‘Our Network’: Greater Manchester’s plan for an integrated, simple and convenient London-style transport system. It will allow people to change easily between different modes of transport, with simple affordable ticketing and an aspiration to have a London-style cap across all modes.

3.44 This would include orbital routes that allow people to travel around the city-region, as well as in and out of the centres. These activities will all work to deliver the Greater Manchester Transport Strategy 2040 which sets out a vision for at least 50% of all journeys in Greater Manchester to be made by walking, cycling and public transport by 2040.

#### TfGM: Greater Manchester Transport Strategy 2040

3.45 The Transport Strategy 2040 statement sets out a vision for “World class connections that support long-term, sustainable economic growth and access to opportunity for all” and seeks to address the four critical transport challenges of supporting sustainable economic growth,

improving quality of life, protecting the environment and developing an innovative city region.

3.46 The 2040 Strategy and associated delivery plans is relevant to Ardwick because of its broad yet integrated approach to delivering significant improvements to the way people travel both across the region and locally.

3.47 The Strategy seeks to create a region that is integrated in efforts to improve health and resilience, tackle congestion, combat air pollution, improve bus services, support interchanges between modes, and deliver walking and cycling infrastructure, and local centre enhancements.

3.48 These activities will all work to support the delivery of the Greater Manchester Transport Strategy 2040, which sets out a vision for at least 50% of all journeys in Greater Manchester to be made by walking, cycling and public transport by 2040. Ways in which Ardwick Green can support these ambitions requires further technical work to understand the form and layout of new and improved cycle connections to link in with this wider network.

#### Local Strategic Policy

##### Manchester Strategy 2016-25 (“Our Manchester”)

3.49 The Manchester Strategy 2016-25 was adopted by MCC in January 2016 and updated in updated in July 2017; setting the ambitions for the city for the next decade at that time. The Strategy sets out a vision for Manchester to be in the top flight of world-class cities by 2025, when 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.
- 3.50 The 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. This impetus has been reflected in our engagement strategy with the local community and the establishment of a local development forum would continue this engagement.

#### Manchester City Council Climate Change Framework (2020)

3.51 A motion was passed by Manchester City Council to declare a climate change emergency on the 10th July 2019, which included a commitment to:

- Investigate and introduce measures to help reach domestic zero carbon levels including addressing fuel poverty and retrofitting existing homes; and
- Investigate ways to ensure that future local plans place a mandatory requirement for all new development to be net zero carbon by the earliest possible date

3.52 This follows on from the adoption of targets set by the COP21 Paris Agreement by Manchester City Council in November 2018, as part of the ‘Playing Our Full Part’ proposal to the City Council from the Manchester Climate Change Agency.

3.53 In March 2020 the Manchester Climate Change Agency and Partnership launched Manchester Climate Change Framework 2020-25; the city’s high-level strategy for meeting our climate change objectives and targets. The four objectives are as follows:

- Objective 1 – Staying within our carbon budgets: sticking

to 15 million tonne carbon budget up to 2100 from direct emissions and reducing aviation and indirect CO2 emissions.

- Objective 2 – Climate adaptation and resilience: adapting the city’s buildings, infrastructure and natural environment to the changing climate and increasing climate resilience of our residents and organisations.
  - Objective 3 – Health and wellbeing: couple actions that reduce our CO2 and to help those most in need to adapt and be resilient.
  - Objective 4 – Inclusive, zero carbon and climate resilience: where everyone can benefit from taking an active role in decarbonising and adapting the city to the changing climate.
- 3.54 The Council is committed to making sure that these targets are regularly reviewed and monitored for their progress. The built environment has a significant part to play in ensuring the Council can meet its targets.

### Manchester’s Great Outdoors: a Green and Blue Infrastructure Strategy for Manchester 2015-25

- 3.55 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.
- 3.56 The vision for green and blue infrastructure in Manchester over the next 10 years is that by 2025 high quality, well maintained green and blue spaces will be 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.
- 3.57 Businesses will be investing in areas with high quality,

attractive and environmentally sensitive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.

### Manchester Residential Growth Strategy (2016)

- 3.58 Recognising the critical relationship between housing and economic growth, Manchester City Council has approved a Residential Growth Strategy which seeks to deliver a minimum of 25,000 new homes in a ten-year period between 2016 and 2025.
- 3.59 This policy framework aims to ensure that there is the right quality, mix and type of housing in the right locations to meet demand and changing demographics, develop neighbourhoods of choice and improve equality amongst the city’s residents in terms of housing choice, quality and affordability in order to develop strong communities.

### Housing Affordability Policy Framework (2016)

- 3.60 The Residential Growth Strategy has been strengthened and refined by the development of the Housing Affordability Policy Framework which seeks to explicitly link household income to the provision of new homes across the city.
- 3.61 This is to ensure that residents who are on or below the average household income for Manchester have access to decent and secure homes. The policy recommends that the City Council aims to deliver between 1,000 and 2,000 new affordable homes in Manchester each year.
- 3.62 This Framework defines affordable housing as homes that cost no more than 30% of gross household income for those at or below the City’s then average income of £27,000. The Council subsequently agreed at its Executive in May 2018 that no Manchester resident should have to spend more than 30% of their household income on accommodation - and ideally less.

- 3.63 In September 2019 the Executive noted an increase in the forecast Residential Growth delivery target for new homes in Manchester from April 2015 to March 2025 of an additional 7,000 homes to 32,000 including an increase in the target for affordable homes to a minimum of 6,400.

### City Centre Transport Strategy (2020)

- 3.64 Following initial endorsement of a Draft City Centre Transport Strategy in November 2019, Manchester City Council has now prepared a formal consultation draft that was issued in September 2020 for public comments. This seeks to establish an ambitious target for 50% of all journeys in Greater Manchester to be made on foot, by bike or using public transport by 2040. This would equate to one million more sustainable journeys per day.
- 3.65 To achieve it will be necessary to consider City Centre streets, highways and transport networks in a new way to identify how to reduce the negative impacts of vehicles, how to make the environment a more pleasant place for pedestrians and cyclists, and consider how to best make use of highly valuable city centre space, whilst ensuring the City Centre continues to thrive as the hub for economic growth. Seven ambitions to improve city centre travel are outlined:
- The city centre is more attractive for walking
  - The city centre is cleaner and less congested
  - More people choose to cycle to destinations within the city centre
  - The city centre benefits from better public transport connections
  - Parking is smarter and integrated with other modes
  - Goods are moved and delivered sustainably and efficiently to and within the city centre





Manchester City Council's area based regeneration guidance

- Innovation is embraced where it benefits the city centre and its users
- 3.66 For Ardwick, the Draft CCTS recognises that the major infrastructure acts as barrier for people accessing the city centre core and these are an impediment to sustainable development of the city centre as it expands. Reducing reliance on the private car in the city centre should also not detrimentally impact areas like Ardwick and others on the City Centre edge. Use of the controlled parking zone will be reviewed on an ongoing basis as part of the CCTS.
- 3.67 Consultation on the published draft CCTS was commenced in September 2020 and concluded on the 04 November 2020. An updated version of the CCTS is anticipated to be brought forward during 2021, and the principles set out in that document will seek to support the delivery of positive changes within the NDF area.

#### Area-based Regeneration Context

- 3.68 This section sets out the relevant area-based regeneration guidance applied to areas adjacent to Ardwick to appreciate how the NDF Extension can best align with the opportunities presented by this supportive regeneration context.

## The Manchester College Nicholls Campus

- 3.69 A large part of the NDF Extension area is dominated by The Manchester College Nicholls Campus. This currently offers courses for school leavers, adults and university level students. Subject areas include business, computing, health, care & wellbeing, public services and sport. The campus is also home to the Arden School of Theatre, offering professional training in the performing arts as part of The Manchester College. It's home to the Nicholls Community Football Centre of Excellence and the college's Sports Academies in football, rugby and basketball.
- 3.70 The Manchester College has recently announced plans to consolidate their existing 14 locations onto just five main campuses, with impetus provided by the construction of a new £100m, 290,000 sq ft campus on the former Boddington's Brewery Site in Cheetham Hill. This forms part of the Colleges wider £140M Manchester investment project for education and skills, creating the largest single UK investment in post 16 education and skills for over thirty years. This investment seeks to help to equip citizens of Greater Manchester with the education they need to thrive and be a part of an inspiring future.
- 3.71 As the Nicholls Campus in Ardwick is not one of those being retained, it is likely that there will be opportunity for significant redevelopment of this site once the site is vacated by the college – therefore providing a key opportunity to direct the future of the area covered by the NDF Extension.
- 3.72 It was considered at Executive Committee in March 2019, when an update to the Former Boddingtons Brewery Site SRF was presented, that the consolidation of The Manchester College's campus would facilitate the release of their surplus sites elsewhere in the city.
- 3.73 In the committee report, it is noted that the former college sites could, in turn, provide land for new homes across a range of values and tenures; as well as the potential to provide office, hotel and other uses as part of mixed-

use schemes. These surplus sites, such as the Nicholls Campus, will also provide opportunities for community infrastructure including new school places and enhanced sports facilities.

## Ardwick Green NDF (2020)

- 3.74 The Ardwick Green NDF was endorsed for public consultation by the Manchester City Council Executive on 11 November 2020 and a final version is likely to be formally endorsed as a material consideration on 17 March 2021 by Executive Committee following the consultation.
- 3.75 This NDF Extension borders the original framework area along Union Street and Ardwick Green North; and spans the area bounded by Devonshire Street and Hyde Road connections to the east and south; and by the railway to the north along the arches. This NDF Extension will complement this original Framework area by refining the principles and applying them more broadly to support the Ardwick Green area and align these with future opportunities within the extended boundary.
- 3.76 The original NDF went through a rigorous process of consultation with members of the public; local business owner's; and local councillors to determine the most appropriate approach and to seek comments and views on the proposed Vision for the area. The final version of the NDF then identified the methods by which the key objectives agreed through this community engagement could be delivered in the Framework area.
- 3.77 Through this process, a Framework emerged which introduced the basis of distinctive, but interconnected, Character Areas that are each afforded their own nuanced objectives within the overall Framework. This extension will introduce 3 further Character areas generated naturally by the features of their context: Temperance Street; Higher Ardwick; and Nicholls.

- 3.78 The NDF Extension will also continue to promote key principles of community centred activity, green place making, and heritage enhancement; and generally seek to guide development activity in a way that is beneficial, contextual, appropriate, and distinctively Ardwick.

## Central Manchester SRF (2012)

- 3.79 The NDF Extension area falls within the Central Manchester Regeneration Area. The aim of the SRF is to build on the diversity of these areas to create distinctive, attractive and safe neighbourhoods, where people of all economic backgrounds want to live.
- 3.80 The aims of the central SRF include a focus on potential opportunities by proximity to the city centre and the Southern Gateway regeneration, including university expansion and increased hospital activity. It envisages the creation of flourishing and well connected communities.

## Manchester Piccadilly SRF (endorsed 2018)

- 3.81 The Manchester Piccadilly SRF borders the endorsed Ardwick Green NDF along the A635 ('Mancunian Way'). In June 2018 Manchester City Council's Executive Committee endorsed an updated Strategic Regeneration Framework to help guide the regeneration of the Manchester Piccadilly area, which provides an update to the previous Manchester Piccadilly SRF (endorsed in January 2014).
- 3.82 The SRF provides a vision and framework for the regeneration of the Piccadilly area as a key gateway to the city, building on the opportunities presented by the arrival of the High Speed 2 (HS2) and potentially Northern Powerhouse Rail at Piccadilly Station. This could include the creation of new residential neighbourhoods and significant new public spaces.



### Mayfield SRF (endorsed 2018)

- 3.83 The Mayfield SRF sits within the Piccadilly SRF, and also borders the endorsed Ardwick Green NDF area along the Mancunian Way. This SRF was endorsed in 2018, superseding the 2010 and 2014 SRF previously endorsed by Manchester City Council (MCC), following public consultation.
- 3.84 The vision for Mayfield is to deliver a world class, transformational, distinctive and imaginative commercially led neighbourhood, anchored by Mayfield Park, which will become a powerhouse of socio-economic productivity.
- 3.85 The SRF aims to capitalise on the site's existing assets: the Mayfield Depot; the River Medlock; and its gateway location at the heart of an extensive transport network, to become a destination for work, play and living for all. Through the creation of new workplaces, leisure and cultural amenities and homes, it aims to regenerate this gateway to the city.

### Brunswick PFI

- 3.86 The Brunswick Regeneration PFI is a combination of government funding, private investment and expertise that aims to revitalise the Brunswick area. Improvements will include council home refurbishments, new homes for sale and to rent and an improved neighbourhood design; including roads, community areas and a new housing office built over the next 10 years.
- 3.87 To secure the funding needed, the Council has created a partnership with developers to develop a masterplan for the area; to make improvements and manage the neighbourhood including housing services for the next 25 years. The PFI is currently 5 years underway.

### Corridor Manchester Spatial Framework (endorsed March 2018)

- 3.88 Corridor Manchester covers a 243-hectare area running south from St Peter's Square to Whitworth Park along Oxford Road, overlapping with the core of Manchester's Central Business District. It brings together public and private sector partners committed to bringing forward new investment to generate further economic growth in the knowledge economy.
- 3.89 Whilst the focus is on knowledge industries, this growth will be supported by key place-making objectives in terms of public realm, diversifying and uplifting the quality and range of uses around retail, food, drink, cultural, sport and housing. The SRF sets out the spatial principles to support the strategic themes and objectives of the Strategic Vision.

### Corridor Manchester: North Campus SRF (also known as ID Manchester) (endorsed 2017)

- 3.90 The North Campus SRF sits within the Piccadilly SRF and is directly north east of the endorsed Ardwick Green NDF area. The North Campus is one of the few large, centrally located sites in Manchester city centre yet to undergo major regeneration. There are vast opportunities that have been identified in the area that will allow this part of Manchester to reconnect with the city and with other redevelopments in its vicinity.
- 3.91 It is anticipated that the North Campus will be able to provide and deliver numerous social, economic and environmental benefits to Manchester and to the wider North West region. ID Manchester is an area within the North Campus (the old UMIST Campus) and seeks to bring forward new development in this location. The aim is to deliver a world class innovation and business district that will capitalise on Manchester's existing and growing economic strengths.

- 3.92 The University of Manchester is currently seeking a development partner who will prepare a refreshed masterplan and bring forward a project of exceptional quality and deliver the investment needed to create a world class innovation district. This next phase of design development is expected to take place later in 2021.
- 3.93 The Ardwick Green area's proximity to the Corridor Manchester Area emphasises its importance as a key site where additional development land is readily available to enhance north-south connections in the City.



### Introduction

- 1.1 The endorsed Ardwick Green NDF introduced a vision for the area based upon in-depth research and extensive community engagement. There is an existing community within Ardwick Green that needs to be nurtured and supported in shaping the future development of the area and this community was therefore the starting point for the vision for Ardwick Green.
- 1.2 It is considered that the vision and principles applied to Ardwick Green can be largely extended to cover this NDF Extension, which allows the new areas introduced to seamlessly blend and connect organically over time to the rest of the neighbourhood. This section aims to therefore support, refine and enhance the regeneration objectives set out by the Ardwick Green NDF.

### Vision

- 1.3 The vision for the endorsed Ardwick Green NDF is that Ardwick will be enhanced as a vibrant community-led neighbourhood, where the distinctiveness and history of the area is apparent and preserved, whilst it looks forward to a brighter, greener and cleaner future.
- 1.4 As noted, there is an opportunity to extend these principles across the NDF Extension and support the regeneration objectives for Ardwick as a whole. The five themes of the endorsed Ardwick Green NDF Vision, which take heed from the site analysis and consultation undertaken, are defined as follows:
  - **Being ‘Appropriately Ardwick’:** recognise that Ardwick Green is comprised of smaller, defined character areas.
  - **Harnessing heritage:** huge potential and a notable character rooted in the area’s history and distinctive buildings.
  - **Green public place making:** increase the amount of greenspace, ecology and biodiversity in the NDF area.

- **A place to live, work and play:** ensure that the character areas and mix of uses complement, rather than conflict, with one another.
  - **Community-centred activity:** Supporting the aims and ambitions of the passionate local community through continued engagement and participation when bringing forward development proposals.
- 1.5 To allow development to come forward in the right manner and allow for a consistent approach, the vision statements set out above are applied to the NDF Extension as summarised below.

## NDF Extension – Refining the Vision

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- Overall, there is a strong desire to create a vibrant neighbourhood of choice that has opportunities for living, working and leisure time. Like the endorsed NDF, the approach to development within the NDF Extension is defined by smaller, district character areas that build on the observed existing qualities and opportunities. There are four of these character areas in total within the NDF Extension and allow each area to support the vision of being ‘Appropriately Ardwick’.
- 1.7 Development in each character area ought to be holistic so that it addresses localised needs and opportunities, whilst working together cohesively with the other character areas defined and set out in the endorsed Ardwick Green NDF, to deliver framework-wide connections and strategies.
- 1.8 This is to create a diversity in the sense of place and to clearly identify the opportunities within character areas. This will seek to ensure sustainable and complementary development comes forward in each area, as well as the NDF Extension as a whole. The character areas for the NDF Extension are as follows:
- **Temperance Street** – bounded by the railway arches and

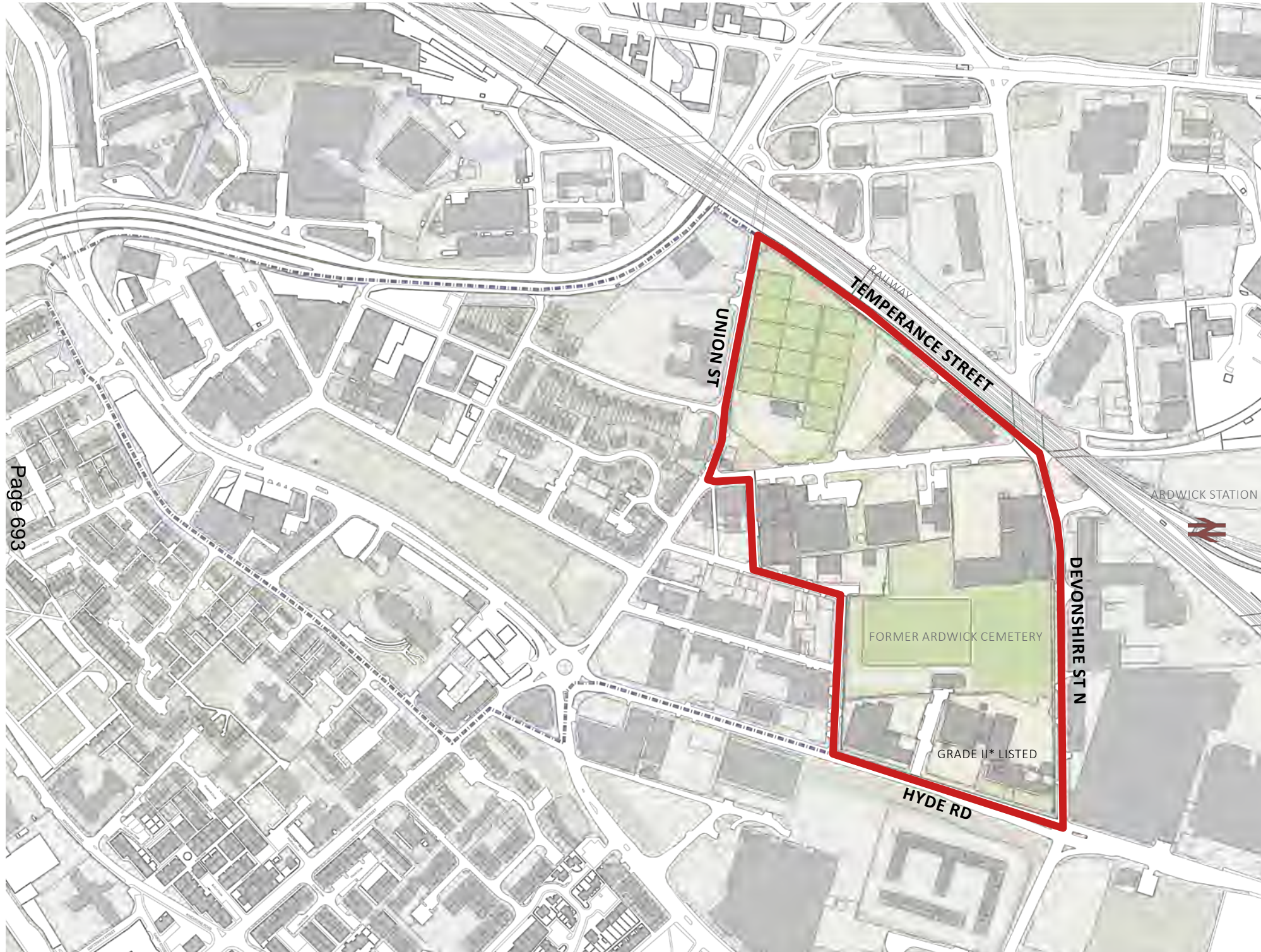
Temperance Street to the north and includes the Power League pitches to the west, with warehousing to the east.

- **Higher Ardwick** – currently occupied by large industrial plots, where a radical rethink of the new streets, space and buildings are required to improve the quality of the area and reinstate street grid of the early 20th century.
  - **Playing fields** – to the north of the existing Nicholls Campus buildings are a series of sports pitches that are located on the site of the former Ardwick Cemetery, where a new public space could be delivered to support the development of the wider area.
  - **Nicholls Campus** – home of the Grade II\* listed Ellen Wilkinson High School that requires a new use to be established once The Manchester College vacate the Site. This should support the enhancement of the distinctive architectural qualities of the listed building through refurbishment and conversion alongside new high-quality developments.
- 1.9 With regard to **Harnessing Heritage**, the NDF Extension area contains multiple historic buildings of note and interest as identified in the Area Analysis (Section 5); the most significant of which is the Nicholls building, which is Grade II\* Listed.
- 1.10 Large warehousing, industrial units and commercial buildings currently dominate the Extension area, particularly to the north of the College campus. It is considered that this can be improved over time by supporting the introduction of secondary streets and new developments along these, activating the street frontage with inviting uses and high-quality design.
- 1.11 Circulation is currently limited within the centre of the site due to these industrial large plots and lack of secondary publicly accessible streets. Improved circulation by reinstating the character of the early 20th century grid, tying back to the historic roots of the area, ought to help

establish a sense of place and increase the legibility, permeability and overall quality of the area.

- 1.12 With regard to **green public place making** within the NDF Extension, the former cemetery grounds and playing fields offer the opportunity for a green space at the heart of the NDF Extension area, connected to Ardwick Green Park (identified as the ‘Green Heart’ of the endorsed NDF) by Dolphin Street, expanding upon the local green infrastructure network. Delivery of new public spaces should be undertaken in tandem with overall environmental improvements to the new and existing network of streets and spaces within Ardwick.
- 1.13 By addressing the positive and negative aspects within each character area and how that can contribute to the wider area, a vibrant community can be added to with a mix of different uses. This mix of new uses introduced into the area ought to support residential growth and add to the local amenities currently within both the NDF Extension and wider Ardwick Green area. The combination of new greenspaces, new uses and new homes can support the ambition for a mixed use community to **live, work and play**.
- 1.14 A central vision to the Ardwick Green NDF that ought to be applied when bringing forward development proposals in the Extension area is **community-centred activity**. In line with Manchester City Council’s Statement of Community Involvement, this should encourage developers to proactively engage with the local community in order to maximise benefits in the local area.
- 1.15 In order to help establish new areas within Ardwick and complement the existing community, temporary activity and meanwhile placemaking initiatives are be encouraged. This would support the vision to deliver community-centred activity in areas of the NDF Extension where there are limited residential properties currently.





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KEY

- Ardwick Green East extension boundary
- Ardwick Green NDF

Study Area Overview

- 5.1 The proposed NDF Extension area covers approximately 11 Ha and is situated to the south east of Manchester city centre. The area is bounded by to the north by railway infrastructure and associated arches on Temperance Street, Devonshire Street to the east and Hyde Road to the south. To the east is the recently endorsed Ardwick Green NDF, along a staggered boundary starting on Union Street.
- 5.2 To the north, the area comprises a number of low-rise 19th and 20th century industrial/warehouse buildings, with a prominent 7 storey warehouse referred to as the Universal Buildings. The other land use to the north is a series of 5 and 7-a-side football pitches, currently operated by Powerleague.
- 5.3 To the south of this industrial landscape is the Manchester College Nicholls campus. This comprises the Nicholls Community Football Centre and playing fields, located on the grounds of the former Ardwick Cemetery. The Nicholls college buildings sit between the playing fields and Hyde Road to the south. To the east of the College buildings, the Hyde Rd frontage of the study area is completed by single storey warehousing and industrial buildings.
- 5.4 The college buildings comprise the Grade II\* listed Nicholls Building, associated landscaped grounds and memorials, a series of more recent additions constructed to support the operation of The Manchester College and a car park on the former school playground.





## Heritage

- 5.5 This NDF Extension is supported by a heritage appraisal prepared by Stephen Levrant Heritage Architecture (provided at Appendix A). The Heritage Appraisal outlines the history and development of the defined study area and provides a baseline from which to identify its historic and architectural interest.
- 5.6 It considers the designated heritage assets in and around the Site, potential character areas and buildings of potential (heritage) interest. It also includes a ground level appraisal of the contextual relationship of the buildings and vistas within the wider area to identify the character defining views across and within the NDF Site.
- 5.7 The primary asset of this NDF extension area is the Grade II\* listed Nicholls building located along the two primary streets, Hyde Road and Devonshire Street North. The Nicholls Hospital (now The Manchester College Campus) was constructed in 1880; a grand gothic building established at the corner of Hyde Road and Devonshire Street North which has since been designated as a Grade II\* listed building.
- 5.8 Records suggest the building was originally established as an educational institution for orphaned boys, and the building was both a school and a home for many working-class children throughout the late-19th and early- 20th century. Today the campus comprises the following components: the original hospital building and gymnasium; the Former Governor's House and the sixth form centre a single storey classroom and link bridge which were constructed in the 1990s.





Page 695  
1794



1845



1890



1932

- 5.9 A map regression illustrates the development of the study area from the eighteenth century, when Higher Ardwick and Devonshire Rd had already been established as roads but the area was largely rural.
- 5.10 Following the onset of Industrial Revolution, the population of Manchester expanded at an extraordinary rate, and areas such as Ardwick soon became densely populated by the working classes. During the Blitz of the Second World War a number of bombs fell along a stretch of Hyde Road from Ardwick Green, stopping just short of the College campus that was being operated as a hospital school at the time. A number of buildings were cleared as a result of the bombing raids and the population of Ardwick dramatically reduced following the war.
- 5.11 Throughout the 20th century, the small plots and secondary residential streets that historically defined the area but gradually declined in population, were replaced by the larger industrial plots and buildings. The route of Higher Ardwick, which many of these secondary streets connected to, has existed in the area since the 17th century as a key route through this part of the site.
- 5.12 Ardwick Cemetery opened in 1838 and it is understood that many significant figures from Manchester's past were buried here, including John Dalton. From the 1960s onward, Ardwick Cemetery no longer appears on the maps and is replaced instead by a playing field appearing to the west, now known as 'Nicholls Field'.
- 5.13 Despite significant change in the northern part of the site during the 20th century, the area still contains a significant number of interesting historic buildings and structures, four of which are protected by statutory listing and make a significant contribution to the character of the area. The Heritage Statement also identifies two non-designated assets: Universal Buildings, an early twentieth century, brick built 6 storey warehouse building and the former Union Public House.





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2 Chancellor Ln Sandwich Bar



Temperance Street Arches



37 Higher Ardwick Spicy Grill former Union Public House



44 Higher Ardwick



Universal Square, 5 Devonshire St. N



Universal Square, 3-4 Devonshire St. N



2 and 4 Palfrey Place, Grade II Listed



Universal Buildings, Devonshire St. N



Nicholls Building, Grade II\* Listed



Gates to Nicholls Building, Grade II Listed

- 5.14 Other structures to the perimeter of the study area, such as the railway viaducts along temperance street and the Commercial office buildings on the eastern side of Devonshire St, which once housed Universal Stores' offices, also contribute to the character of the area.
- 5.15 The retention of these structures, and their improvement and enhancement, where possible, is considered key to harnessing the history of the Extension area and preserving the distinctive character, and ought to be prioritised in any development proposals.

Appendix 3, Item 13



TO BE UPDATED WITH EXTENSION



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5.16 Further work is ongoing to understand the full extent of the listing in order to accurately understand the development opportunity that is presented by the College. This relates to whether structures within the vicinity of the Grade II\* listed building form part of the curtilage issues. Full details of the significant elements of the listed buildings are provided in the Heritage Report appended to this NDF Extension.

### Green Spaces

5.17 The most significant open spaces in the NDF Extension area are the playing fields to the centre of the site, and north of the college – known as ‘Nicholls Field’. This was historically Ardwick Cemetery, as noted above. Apart from this part of the site, there is a limited amount of green open space within the area.

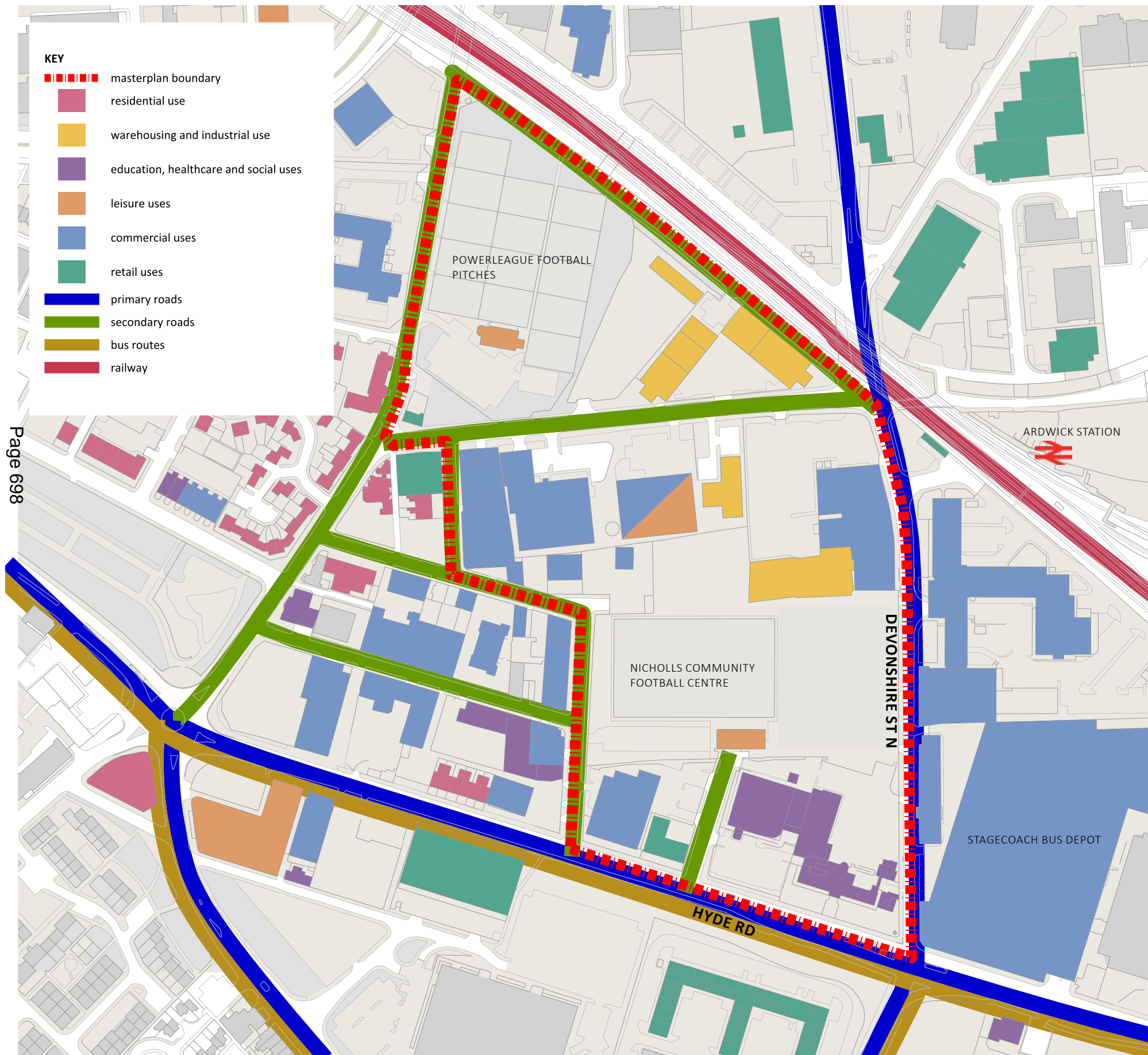
5.18 The endorsed Ardwick Green NDF established Ardwick Green Park as the green heart of the NDF area and highlighted its role within a network of green spaces of various scales to the south east of Manchester city centre, including Gartside gardens and the new park at Mayfield. This extension to the NDF offers an opportunity to continue this green network. The former cemetery grounds offer the opportunity for a green space at the heart of the NDF extension area, connected to Ardwick Green Park by Dolphin Street and allowing a pedestrian connection from Ardwick Green Park to Devonshire Street.

5.19 Impetus to improve the quality of green spaces and green routes through the area has been established by the consultation results and our own analysis of the area. Both the endorsed Ardwick Green NDF and this NDF Extension recognises the work that has been undertaken locally and the opportunities that are presented by this network of spaces with regards to greening the area.

5.20 The green spaces provide lifestyle benefits, health benefits and improve the overall accessibility of the area through walking, cycling and other modes of active travel, as well as contributing to wider MCC objectives to create a green network through the city. Promotion of good quality spaces should therefore form an objective of the further development of this area.

Appendix 3, Item 13





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## Uses

5.21 Ardwick Green is a mixed-use area, with a range of residential, commercial and community uses. The NDF Extension site does not include any residential properties and instead comprises a range of commercial, educational and leisure uses as follows:

- **Education, healthcare and social uses:** The Nicholls College Campus is the major primary use of the area, and offers courses for school leavers, adults and university level students. The campus is currently home to the Arden School of Theatre, offering professional training in the performing arts as part of The Manchester College. The campus also hosts courses in skills for life and independent living for students with learning difficulties.
- **Commercial and industrial uses:** a range of industrial, wholesalers and distribution businesses currently operate in the NDF Extension area. Due to the low rise nature of the industrial sheds, accessibility and circulation for the public is limited. The buildings are generally set back from the pavement with parking areas fronting the roads and little or no active frontage.
- **Leisure uses:** the Nicholls Campus is currently a specialist centre for sport and home to the Nicholls Community Football Centre of Excellence and the College's Sports Academies in football, rugby and basketball. These sports pitches within the NDF Extension area offer significant levels of open space and opportunities for leisure activities for local residents and visitors from other parts of the city. The area is also home to the Powerleague pitches, which are available to rent by members of the public.





1932 map diagram



Current map diagram

## Connections and pedestrian environment

5.22 Within the NDF Extension area, connectivity is currently severely restricted by the levels of large scale industrial uses and those associated with the college site, which results in an area that is not readily accessible by foot. This contrasts markedly with the dense and permeable street pattern shown on the nineteenth century maps described above. Pedestrian movements are forced around the perimeter of the NDF Extension area, rather than through it. Hyde Road is located to the south and is heavily trafficked, whilst Temperance Street to the north lacks any sense of regular activity due to the uses and built environment in this location and the lack of active frontages.

5.23 As such, the overall quality of the pedestrian environment within the area is very limited and poor quality, with only one road travelling through the area (Higher Ardwick) running east to west. Higher Ardwick is shown on maps dating back to the 1700s and is wide for a single lane traffic route, which provides opportunities to significantly improve the quality of this street.

5.24 The area has an opportunity to better link in with initiatives to improve the quality of the pedestrian environment. As part of the Mayfield development, Temperance Street is earmarked as a vibrant pedestrian focussed on offering activity by the railway viaduct arches that flank either side of the street. This opportunity could be extended to apply to the additional length of Temperance Street that forms the northern border of the NDF Extension.

5.25 Ardwick generally does however benefit from high levels of connectivity to the rest of the city; located within a 10-15 minute walking distance of Piccadilly Station and other parts of the city centre. Metrolink and mainline rail services are also available from Manchester Piccadilly Station. This provides access to the rest of Greater Manchester and to national destinations via train and Metrolink, with

connections to the airport that offer further international connectivity.

5.26 There is opportunity to improve connectivity to Ardwick Station as a key point of connection to wider public transport infrastructure. Hyde Road and the A6 is part of a major bus corridor with frequent bus connections to the city centre and to areas to the south and east such as Gorton, Hyde, Levenshulme and Stockport, creating a good degree of existing connectivity via public transport modes.

5.27 Despite the challenges it presents, the Mancunian Way provides easy access to Greater Manchester's highway network with access points from the major intersection at the A6 junction and from the northern end of Union Street.

## Parking

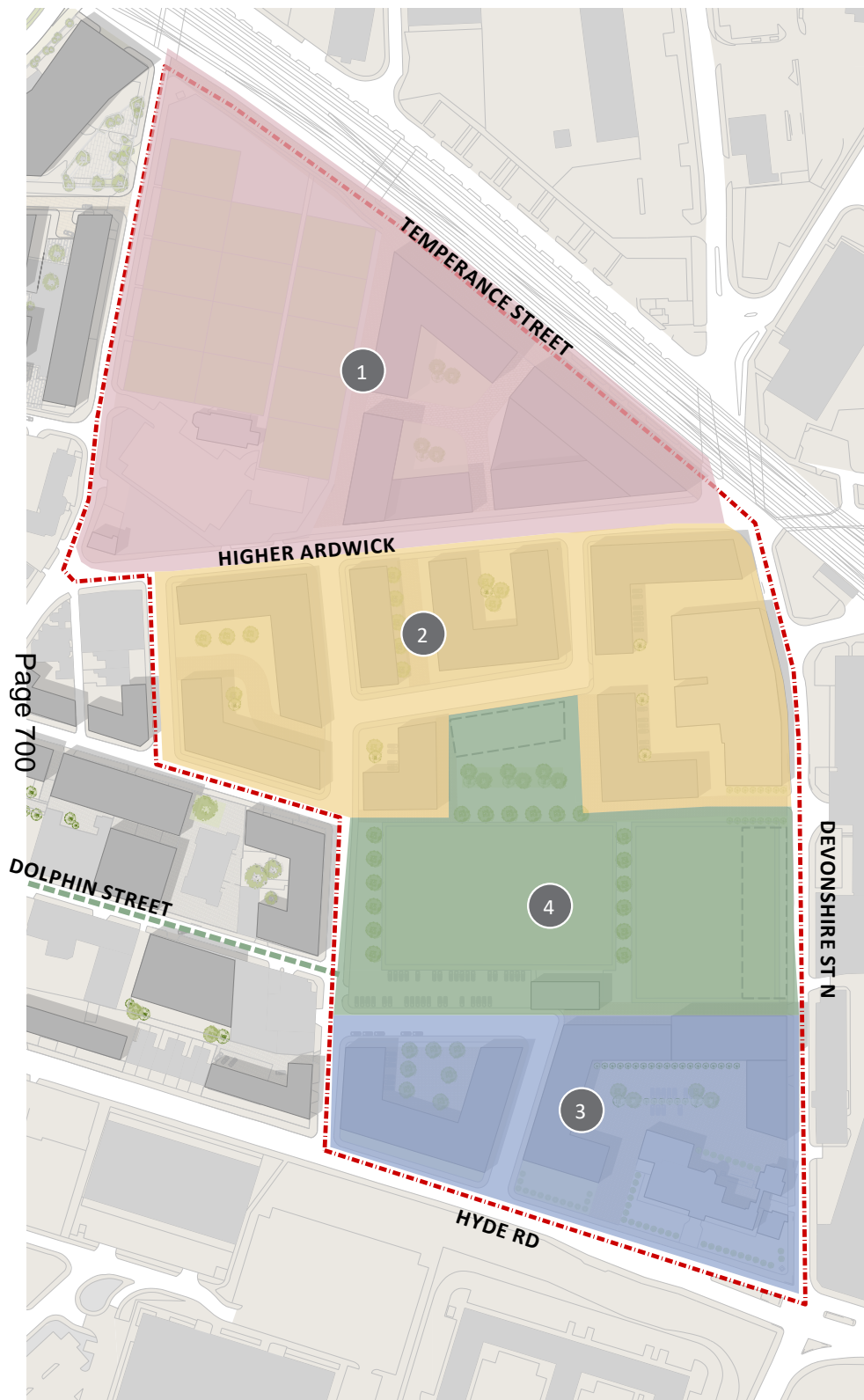
5.28 Consultation and analysis as part of the preparation of the endorsed Ardwick Green NDF has provided evidence that on street and on pavement parking is a significant issue within Ardwick Green as a whole, including the NDF Extension area.

5.29 Parking conflicts are typically generated by non-residential uses, such as commuter parking, visitor parking from businesses or other traffic generating uses, in those areas that should be reserved for residents to park their cars. Extensive parking on footways significantly affects pedestrian movement through the area, particularly for those with restricted mobility.

5.30 Although this is currently less of an issue within the NDF Extension area compared to Ardwick as a whole due to the lack of residents in this location, any future uses must be mindful that increased density could potentially lead to increased numbers of displaced cars parking on nearby residential streets if not properly considered as part of development proposals.

5.31 The options available to address the issue of non-residents parking within the area, such as the provision of parking controls, need to be considered in more detail.





### Character Areas

5.32 The existing fabric of the area, including listed buildings, buildings of character and open spaces, define the quality and the opportunities presented by the site, as well as clear issues that need to be addressed.

5.33 In light of the analysis of the area, set out in this section and developed through in-depth studies of the area, four smaller character areas can be formed to acknowledge existing qualities and their potential:

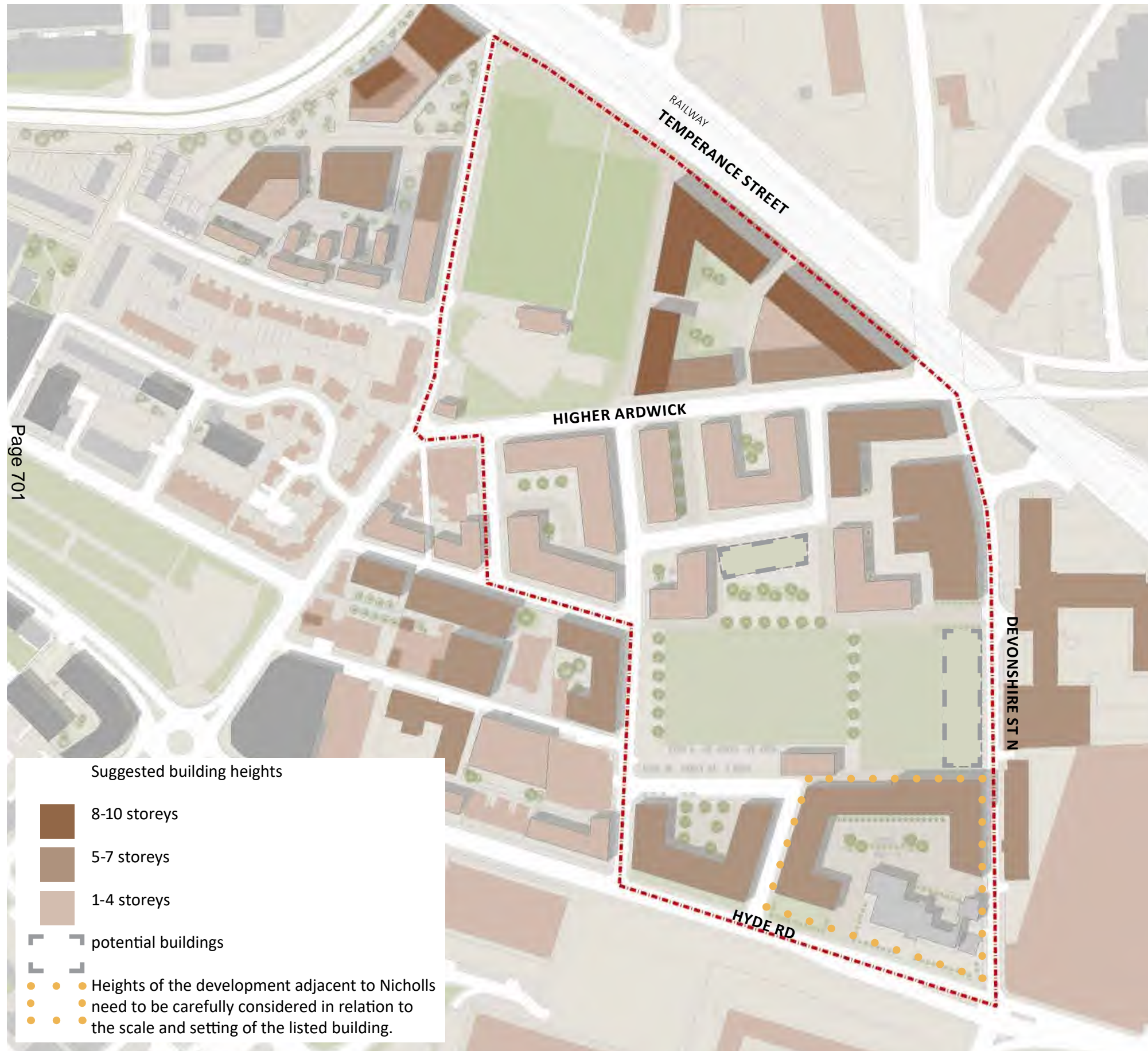
1. **Temperance Street** - bounded by the railway to the north and west, the Power League pitches to the west and Higher Ardwick to the south. It is currently divided between leisure uses associated with the football pitches to the west, which includes a two-storey pavilion building, and industrial units on the east that front onto Temperance Street to the north and Higher Ardwick to the south. Some of the arches to the north, which have the potential to offer the area a distinctive character, are occupied with active uses and there is potential for more to be introduced, which is becoming a more prominent feature of the city's railway viaducts.
2. **Higher Ardwick** – an urban landscape that is currently dominated by large low-rise industrial/warehouse plots to the south of Higher Ardwick and to the north of the existing campus. The lack of pedestrian activity and focus on accessibility by vehicles is evident in the quality of the surrounding streetscape, which is in need of improvement. Many of the businesses in this location relate to storage and distribution, rather than industrial processes. The 7 storey Universal Building is a notable feature fronting Devonshire Street to the east and, along with the office buildings on the opposite side of Devonshire St, establishes

a sense of scale. The sites facing Higher Ardwick have no connection to the playing fields to the south, being separated by walls/fences.

3. **Nicholls Campus** – This section of the site fronts Hyde Road to the south, with warehousing/industrial units to the west of Ford Street and The Manchester College campus to the east of Ford Street. The primary asset of this area is the Grade II\* listed gothic-style Nicholls building, which sits alongside a number of additional educational buildings from the 20th Century. The College site is generally not accessible by the public unless they are using the facilities provided. Ford St was, historically, the approach to the cemetery's gate house, and it still acts as the approach to the playing fields.
4. **Playing fields** – sports pitches associated with the Nicholls Campus, including community football pitches. Due to being located on the former Ardwick Cemetery and the ambition to deliver more, better quality green spaces, it is considered that there is a new opportunity to deliver a new public space in this location. The retention of one or both of the football pitches, which do provide a community facility, should be considered.

5.34 As noted, these three areas comprise the NDF Extension area and, collectively, the extension to the Ardwick Green NDF. The next section of this document sets out how development could be approached and references how the opportunities presented by these areas link into the neighbouring communities.





### Introduction

- 6.1 The framework highlights key design and development objectives which will help deliver the environmental, social and economic uplift that future development may aspire towards, in accordance with planning policy.
- 6.2 Responding to the localised needs of the wider community whilst addressing city wide objectives around growth and climate change is at the heart of this, as is the need to drive quality from the existing assets in the community in addition to new buildings and spaces that may come forward in the future.

### Overarching Objectives

- 6.3 Building upon the Vision for the area (Section 4), the aspiration is to see improved social, environmental and economic outcomes from well-designed developments in the local context and a sense of place.
- 6.4 Overarching principles are needed to balance an understanding of the place today; the needs of the local community and the wider area; its historic development and need to find a new uses; and the potential influence of wider regeneration including activity by The Manchester College and development that is taking place in the wider area. These overarching objectives are:
  - **Protect and preserve:** heritage features in the area, such as the Grade II\* Nicholls (Ellen Wilkinson High School) building, as well as designated and non-designated heritage assets, need to be preserved. Existing open space provided by the football pitches on the former cemetery are proposed to broadly be retained to provide new spaces, enhance community provision and link into a wider network of green spaces and streets.
  - **Positively engage:** consistent with the approach taken in the formulation of the endorsed NDF, any development proposals coming forward should be proactively tested



Precedent. Timekeepers Square



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Precedent. Murrays Mills



with the local community and maximise the potential for positive change.

- **Enhance:** some of the spaces and development opportunities will lead to a reconfiguration of streets and spaces that should seek to improve permeability, the quality of routes and the built form through high quality new and refurbishment developments.

### Detailed Objectives

- 6.5 Whilst the overarching objectives and vision may be considered as part of any works to the area or activity taking place within it, the rest of this section sets out detailed and targeted objectives that could improve the liveability, functionality, design and connectivity of Ardwick.

### Repurposing the college campus

- 6.6 The Grade II\* listed Ellen Wilkinson High School is the building of the highest architectural quality in the area. Once The Manchester College vacate the site, a new use will be required to support the development of the area and preserve this designated heritage asset.
- 6.7 The options for repurposing the building should be considered in the context of the development opportunity that surrounds this building. Any options should be tested against detailed heritage and townscape appraisals. There is an opportunity to remove the 1994 Sixth Form Centre and associated later additions, subject to the appropriate approvals, and create a more appropriate development of the site around the Nicholls building which serves to enhance its setting. Indicatively, new buildings proposed around the Grade II\* listed building are suggested to provide a reasonable set back and allow the building to be appreciated and framed in well thought out views.





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## Reintroducing a grid of streets and spaces

6.8 The area to the north of the Manchester College Campus is currently occupied by large scale industrial plots, which are not conducive to supporting the wider vision for Ardwick established by the endorsed Ardwick Green NDF. There is an opportunity to completely rethink the form, layout and use of this area in order to support the objectives of the Ardwick Green NDF, the redevelopment of the Nicholls Campus and the wider area.

6.9 Higher Ardwick has been a feature of the area in maps dating back to the 1700s and likely existed prior to the date of these historical maps. The street is the only connection from one side of the NDF Extension area to the other within the middle of the site and should be seen as the future spine for the new community. Its generous width provides an opportunity to rethink this public space and the built form that surrounds it.



6.10 New secondary perpendicular streets running north-south and connected to this main route through the NDF Extension would help to re-establish the historic street patterns and significantly improve connectivity in the area for pedestrians, as well as other modes of transport. These routes would provide a connection to the new public space in the centre of the NDF Extension and connect to the repurposed Nicholls Campus to the south. and Hyde Road beyond.

6.11 By establishing an entirely new set of streets in the area, there is an opportunity to rethink the relationship between building uses and the public spaces they front. These public spaces provide opportunities for spill out activity, tree planting and other design features to set a high standard of design quality and contribute to placemaking objectives.





## Encouraging new uses

- 6.12 The area is currently dominated by industrial and educational uses and a greater mix of uses is needed in order for the area to maximise its own potential and that of the areas that surround it. Solely residential streets may be appropriate provided that activity is offered on the ground floor through dynamic street and spaces with activities provided in key locations within the NDF Extension area. This could be complemented by residential uses above to increase the density and provide a critical mass of residential population to support new uses.
- 6.13 In addition to these residential uses, there are opportunities to link in with the employment generated uses that are suggested in the Ardwick Green NDF area (Union Street) and the momentum currently being generated by Mayfield to the west and Universal Square to the east.
- 6.14 Retail opportunities are encouraged to support residential amenity and other active uses can continue nearby trends to utilise good quality heritage features across the city. For example, the railway arches form a distinct landmark within the area and could provide an opportunity for activation and enhanced by new developments facing them; bringing life to a currently quiet street.
- 6.15 In terms of the Manchester College building, further feasibility and assessment work will be required in order to establish the most appropriate new use for the building. Conversions of similar buildings have ranged from residential uses, including hotels, to office uses and conference venues.
- 6.16 In line with adopted policy, all uses will need to consider their parking requirements, electric vehicle charging, cycle spaces and promotion of other sustainable transport options available within walking distance.



## Greening and public spaces

- 6.17 Located within the middle of the NDF Extension is a series of existing community playing fields and it is the intention of this NDF to promote the use of this area as open space moving forward. This has an opportunity to provide a green heart to the NDF area, bordered by new and refurbished built form, with connections provided to Ardwick Green by Dolphin Street.
- 6.18 Through the promotion and creation of new streets and spaces on industrial land within the central part of the site and north of the new green centrepiece, streets should support biodiversity and tree planting to continue green threads through the area. This part of the NDF Extension area could be interspersed with new pocket parks to support new residential and working communities in the local area.

## Heritage

- 6.19 As mentioned above, there will need to be a rigorous testing exercise in order to establish the most appropriate new use for the former Ellen Wilkinson High School. Beyond this dominant heritage feature in the area, there are also noteworthy buildings on Higher Ardwick constructed in late 18th century and the monolithic Universal Buildings located on Devonshire Street.
- 6.20 These designated and non-designated heritage features within the area that could be repurposed to complement the new uses brought forward within the NDF Extension and the existing community in Ardwick. The Victorian warehouses and railway infrastructure, as well as some Georgian buildings, are all prominent and high-quality features of the area's character and should be celebrated.

## Scale and massing

- 6.21 In response to the design analysis of the area and the opportunities presented, a range of heights may come forward in the NDF Extension boundary. Sites to the north, adjacent to the Powerleague, could support higher density development due to its close proximity to the Temperance Street railway viaduct. This viaduct could effectively form a plinth to a new high-quality building in this location. It would be appropriate for development on this site to be of a height which lifted accommodation, whether residential or commercial, above the level of the railway viaduct, where it can take advantage of open views across the tracks to the north and the football pitches to the west.
- 6.22 Moving southward, the built form is likely to reduce in scale and step down toward the open space in the middle of the NDF Extension, with buildings between 2 and 4 storeys in height. To the eastern end of Higher Ardwick, where it meets Temperance Street, there is an opportunity to provide a threshold at this location and step up in height to address the gateway into this part of the inner city.
- 6.23 To the south, the existing Grade II\* listed building will be retained and complementary new development is suggested in order to both facilitate the conversion of the heritage building and deliver high quality supporting development to add character to the area. Development in this location should be analysed contextually to allow for key views of the building to be appreciated, with a suggestion of 5 storeys being an appropriate height in this location.

## Sustainability and social benefits

- 6.24 In addition to the objective of greening the area, which would inevitably bring about positive change with regard to ecology, biodiversity, and the social value of street and public spaces, there are a wide range of other elements that make up sustainability that could be promoted.
- 6.25 New developments, refurbishments or alterations within the area ought to consider their ability to contribute toward nationally and locally ascribed Net Zero Carbon Targets. This approach is known as 'Whole Lifecycle Carbon' assessments and can be a starting point for appraising early designs and can be promoted in the final designs where feasible and viable to do so.
- 6.26 One way to achieve this would be to identify where existing buildings and structures can be repurposed for new uses as a starting point. Where buildings are demonstrated as being no longer fit for purpose, options may be explored to minimise embodied and operational carbon for developments. New developments could well also be appraised in order to consider their adaptability for future use, or for the propensity of the design to be recycled.
- 6.27 Where possible, green and blue infrastructure can be considered in terms of how developments can contribute to this agenda. Public spaces can provide a network to draw people to and through the area, providing a vital place for leisure and offer an attractive setting for new development. Sustainable urban drainage systems should be considered when bringing forward development proposals, in line with Local Planning Policy.



### The Illustrative Spatial Framework

- 7.1 The illustrative spatial framework is a demonstration of how the key design and design and development principles can be realised in the area. It is an indicative proposition for future exploration with key partners and collaborators having regard to all relevant planning policy.
- 7.2 The existing planning policy framework acknowledges that inner city areas and the City Centre are critical in delivering a significant number of new homes to support the city's growth.
- 7.3 This area has the capacity to help achieve this key objective with the potential to accommodate new homes. Furthermore, the area is capable of meeting economic objectives by attracting investment and offering the capacity to create new commercial development.

### Phasing and Delivery

- 7.4 Whilst this Framework does not seek to be prescriptive with regard to the short- and long-term ambitions of the NDF Extension, there does need to be further consideration of the sequencing of delivery for improving the area.
- 7.5 This sequencing should seek to ensure that current needs of the area are maintained, whilst preserving the possibility of achieving the long-term vision set out in this document. The actions suggested to achieve the long-term vision are set out below.

### Temperance Street

- 7.6 Whilst the Powerleague is likely to remain in operation for the medium to long term, despite its allocation as an employment site, the site to the east in the Temperance Street area could be repurposed to accommodate new development more quickly. As new development comes forward, opportunities should be explored to improve

street frontages to Higher Ardwick to the south and the link in with the arches fronting Temperance Street.

7.7 There are opportunities for a mix of uses in this location, but primarily residential development will be supported. Employment generating uses are also likely to be supported in this area, with ground floor spaces providing an opportunity for retail, cafés or restaurant uses to add vibrancy.

7.8 Temperance Street can assist with improving the connections into the Mayfield area, by continuing the type of activity that has started to take place in the arches toward the Fairfield Street end of Temperance Street. Limiting vehicular access in this location should assist with the creation of place.

### Higher Ardwick and the Playing Fields

Within Higher Ardwick, there is an opportunity for a complete rethink of the spatial arrangement and to return to the street grid that was lost in the 20th century by removing and replacing the existing industrial units. This helps to provide the building blocks for new development plots to come forward. Provide better and more permeable connections between Hyde Rd and Higher Ardwick.

7.10 Land assembly may be required to ensure that development comes forward in a sensible and sustainable manner. New development should seek to frame vistas leading into the new park proposed to partially replace the existing playing pitches and the Grade II\* Listed building in the long view.

7.11 Interspersed between new developments, a series of public and private courtyards are indicatively proposed in order to improve access between new streets created and deliver filtered neighbourhoods. Suitable uses within this area would be a mix of residential and commercial units.

7.12 To the south of Higher Ardwick, a new park could be provided to replace some of the existing sports pitch provision and provide a new high-quality greenspace to complement Ardwick Green a short walk away. This makes the connection provided by Dolphin Street even more critical in driving the physical and mobility qualities of the area upward. Consideration should be given to improving the pedestrian environment in the area generally through improvements to the public realm and street lighting.

### Nicholls Campus

7.13 The primary asset of this site is the Grade II\* listed Nicholls building located along the two primary streets, Hyde Road and Devonshire Street North. To celebrate this, a courtyard is proposed to the back providing space to allow for views of building to be appreciated.

7.14 The site between the listed building and the green fields to the north offers an ideal location for a potential development to celebrate these beautiful views and bring life to the site. A likely first step will be to establish a new use for the Grade II\* listed building before complementary development is brought forward adjacent to this prominent feature of the area.

7.15 Complementary developments could be considered between Ford Street and Dalberg street and a new street can be introduced at the end of Ford Street to enable circulation and access and there are opportunities to create pedestrian links and private or public courtyards to improve access throughout this part of the site.

### Next Steps

7.16 Subject to endorsement of this document by Manchester City Council, there are a number of important next steps that need to take place to ascertain the best way of implementing the ambitions of this NDF Extension:

- 1) Endorsement for formal consultation on this Draft NDF Extension document before it is taken back to Manchester City Council Executive Committee, likely in autumn 2021, for formal endorsement subject to comments and representations being suitably addressed where possible;
- 2) Carry out further detailed design and feasibility work on the opportunities presented by Higher Ardwick, including an assessment of landownerships, to provide a sensible way forward to bringing about comprehensive change in this area;
- 3) Work with Historic England and Manchester City Council's Conservation Officer to understand the extent of the existing Ellen Wilkinson High School Grade II\* listing (Nicholls Campus main building) and identify opportunities to introduce new buildings around the Grade II listed building through an assessment of key views and massing studies, and the feasibility for converting the buildings; and

7.17 Although technical in nature, all solutions to the further work set out above can be developed through positive and close working with the existing community; landowners; and statutory stakeholders.

7.18 All sites should be brought forward in accordance with local, regional and national Planning Policy, with regard to the details and ambitions set out in this NDF as a material consideration subject to formal endorsement taking place in 2021.

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**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 17 March 2021

**Subject:** Future Shape of the Council and Arrangements for the Integration of Health and Social Care

**Report of:** Deputy Chief Executive and City Treasurer

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**Purpose of the Report**

The future shape of the Council programme is reshaping how Manchester delivers services both internally and externally, by using new technologies, ways of working and new delivery models. It is an organisational wide initiative bringing together a number of programmes designed to strengthen our ability to deliver the Our Manchester Strategy and in doing so, creating a city where people want to live and work. This report sets out the context and background for the Future Shape of the Council Programme, its priority areas of work and benefits to the Council and its residents.

As well as changes within the Council, in July 2020, an independent report was commissioned to consider the next steps towards integrated health, care and enhanced well-being in the City of Manchester. The report made a number of recommendations as to how the MLCO can be ‘supercharged’ to become the platform for health, well-being and locally delivered integrated care. This alongside the recent Integrated Care White Paper, will require changes to how health and social care services are commissioned and delivered. This report sets out the next steps of this work.

**Recommendations**

The Executive is requested to:

1. Endorse the approach to the Future Shape of the Council Programme.
  2. Note the work to support the integration of health and social care in Manchester and that a further report will be brought back to the next Executive for the approval of the underpinning changes to the legal partnership agreements
- 

**Wards Affected:** All

<b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
The Future Shape of the Council aims to improve the Council’s efficiency and effectiveness in the context of reducing our carbon impact including in areas such as estates, printing and travel.

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.	The Future Shape of the Council Programme plays a key role in supporting delivery of the priorities in Council's Corporate Plan, and as a result, all of the Our Manchester Strategy outcomes
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 and Capital**

Future Council will provide a framework for Revenue and Capital planning for 2022/23 onwards.

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**Background documents (available for public inspection):**

None.



## 1. **Introduction**

- 1.1. The future shape of the Council programme is reshaping **how** Manchester delivers services both internally and externally, by using new technologies, ways of working and new delivery models. It is an organisational wide initiative bringing together a number of programmes designed to strengthen our ability to deliver the Our Manchester Strategy and in doing so, creating a city where people want to live and work. This report sets out the context and background for the Future Shape of the Council Programme, its priority areas of work and benefits to the Council and its residents
- 1.2. As well as changes within the Council, in July 2020, an independent report was commissioned to consider the next steps towards integrated health, care and enhanced well-being in the City of Manchester. The report made a number of recommendations as to how the MLCO can be 'supercharged' to become the platform for health, well-being and locally delivered integrated care. This alongside the recent Integrated Care White Paper, will require changes to how health and social care services are commissioned and delivered. This report also sets out the next steps of this work.
- 1.3. This report includes:
  - The Future Council programme objectives and timeline
  - The approach to budget sustainability in 2022/23
  - Outline of the main workstreams
  - Benefits of the Future Shape programme
  - Supercharging MLCO and the future of health and social care integration

## 2. **The Future Council programme objectives and timeline**

- 2.1. The priorities for the city are set out in the Our Manchester Strategy which was developed in 2015 and launched in 2016 as the city's overarching 10-year vision. In May 2020, the Executive agreed for a reset of the Our Manchester Strategy 2016 - 2025 to be undertaken as part of the Council's COVID-19 recovery planning.
- 2.2. The reset has been overseen by the Our Manchester Forum, a partnership board of 40 leaders from Manchester's public, private and voluntary sectors from across the city who oversaw the creation of the original Strategy in 2015 and have been monitoring its implementation.
- 2.3. A draft of the reset, *Our Manchester Strategy – Forward to 2025*, was presented to the Council's six Scrutiny Committees in January, to Executive 17 February and Full Council will be asked to adopt the OM reset in March 2021.
- 2.4. The reset Our Manchester Strategy retains the original Strategy's five themes, with the new priorities streamlined under them. Progress will continue to be annually reported in the State of the City report.

- A Thriving and Sustainable City
- A Highly Skilled City
- A Progressive and Equitable City
- A Liveable and Low Carbon City
- A Connected City

- 2.5. The Corporate Plan sets out the Council's response to the Our Manchester Strategy, outlining the key priorities to achieve the city's vision, underpinned by the Our Manchester behaviours. The Council is facing a lot of change in response to budget challenges alongside changing resident behaviours in the wake of the COVID-19 pandemic. We will need to think differently and work closely with partners to deliver this change. There are multiple interlinked change programmes taking place across the Council, and the Future Shape Programme brings these together in a coordinated way and support us to make the best of our limited capacity.
- 2.6. The Future Shape of the Council is a 2 year change programme shaping how Manchester delivers services both internally and externally, by using new technologies, ways of working and new delivery models. The objectives of the programme are to:
- Make Manchester City Council a more desirable place to work with an emphasis on an inclusive culture and modern ways of working.
  - Improved and consistent quality services for the residents of Manchester.
  - Improved organisational resilience, making best use of capacity and resources to mitigate future demand and maintain focus on delivering vital services for residents.
  - Strengthened ability to deliver against the Our Manchester Strategy and the Manchester City Council Corporate Plan.
  - Provide a framework for future budget planning.

### **3. The approach to budget sustainability in 2022/23**

- 3.1. The last few years have been challenging for the Council given the high proportion of cuts which have had to be made to the Council's budget at a time when the demand for services such as Children and Adults social care has been rising. This has been exacerbated by the disproportionate level of funding reductions the Council has taken.
- 3.2. Whilst a balanced budget for 2021/22 will be achieved the financial position is challenging with significant budget gaps remaining for 2022/23 and 2023/24. Fundamentally, the government has not provided any support for the loss of dividend income that we would achieve through our economic strategy for Manchester, and this is a key factor in the requirement to make over £40m of cuts in 2021/22 and the ongoing budget gap. The likely depletion of reserves is also a cause for concern.
- 3.3. Despite the pressures being faced the Council remains determined to deliver the agreed priorities for Manchester. The budget is not just about how to manage within available resources but also on where funding should be

invested to deliver on resident priorities and working with partners to jointly develop new ways of delivering services such as prevention and early help, giving families strengths and self-reliance so they will benefit from greater self-determination and improved life chances - and in so doing reducing the need for more costly support in the future. The difficult balance has to be maintained between protecting investment to generate growth (and grow the revenues available to the Council), provide high quality universal services and to protect the most vulnerable.

3.4. To place the Council on a more sustainable footing over the three-year period. The proposed approach is as follows:

- To use the balance sheet risk reserves to smooth the underlying budget position and remove the ongoing financial impact of COVID-19 experienced in 2021/22 and 2022/23.
- The delivery of a significant programme of budget cuts of almost £50m over three years as reported to February Executive and March Budget Council.
- The further planned use of reserves to support the budget position and mitigate any future budget risks.
- To instigate a major whole Council transformation programme, Future Shape of the Council, which will take into account the impact of COVID-19, significant planned changes in health and social care and the overall financial position.

3.5. As well as needing to implement the agreed programme of c£50m budget cuts and address the budget gap from 2022/23 onwards the Council is facing a series of major changes on top of the pandemic recovery planning and business as usual activity. Some of the major changes being implemented during 2021/22 are listed below:

- 116 FTE from the Corporate Core will leave by 31 March. There will not be the capacity to provide all of the support currently provided and planned approach to delivering the change is required. The Council's main ERP system, SAP that provides the finance, payroll, HROD and procurement functionality is at end of life and a new solution will need to be procured with work needing to start on this now. This is a major change programme but also an opportunity to modernise and automate how the Council works. For the customer facing serves major changes are also planned including the implementation of the new Customer Service offer which is currently underway and the replacement of the Council's CRM system and associated improvements to how we interact with residents.
- The Council's ALMO is coming back in house at the end of July 2021. As well as the transfer of the housing functions, to deliver the maximum benefits, the delivery of the support functions will then need to be integrated into those provided by the Council.



- 2021/22 is the transition year for the move to the new Integrated Care System changes outlined in the recent White Paper. This will mean significant changes for how the GM arrangements and local CCGs operate. Plans in Manchester are well advanced, including the 'supercharging' of the Manchester Local Care organisation and a new S75 agreement with MFT to enable the better provision of integrated community based health and social care. This will have a significant impact on the services within the Council.

3.6. All of the above heavily interact with each other. As the pandemic recovery planning is underway this reinforces the need to take an evidence-based approach that supports individual localities and neighbourhoods, recognising the very different needs in different parts of the city. The changes cannot be delivered in isolation or without acknowledging the support that will be required to our workforce and the engagement and co-design with our partners and stakeholders that will be critical to our success.

#### **4. Future Shape of the Council**

4.1. The scale of change required to overcome the upcoming challenges that the council faces means a new council wide approach is required. The Future Shape of the Council is the next step in helping us achieve our ambitions to reshape Manchester City Council in order to deliver the Our Manchester Strategy and Corporate Plan and fully embed the Our Manchester approach. Over the next two years, the Future Shape programme will reshape how Manchester delivers services both internally and externally, by using new technologies, ways of working and new delivery models. The programme will lead to a better Council that will ultimately improve outcomes for residents and staff, improve our long-term resilience and provide a framework for any future budget cuts.

4.2. Initially the work will focus on the following agreed workstreams, reflecting the major changes that will need to be delivered:

- A digitally integrated Council
- A more purposeful and effective Corporate Core
- Embedding Place Based working across the Council
- A new model for Housing
- Joined up Health and Social Care

All underpinned by our culture, behaviours and how we work.

#### **Workstream 1 - A digitally integrated Council**

4.3. Through the RBDXP (Resident and Business Digital Experience Programme), the Council is currently undertaking a large piece of transformation work to improve the existing resident and business offering. This includes expanding the Council's current digital offering, modernising how the Customer Service Centre operates and replacing the Customer Relationship Management (CRM) system with a holistic digital platform.

- 4.4. Included within this workstream is the implementation of the new model for the Customer Service Centre that was set out in the report to December Resources and Governance Scrutiny. This will include a core function in the Town Hall Extension which will provide: Reception, meet & greet and triage; appointments for essential face to face services; and the ability for residents to hand in documents related to Council Services. This will be alongside providing the most appropriate access across three main access channels (Online, Telephone and Face to Face) with a number of additional support mechanisms in place across these channels to meet a resident's specific needs or circumstances. Full details were set out in the report to December Resources and Governance Scrutiny Committee.
- 4.4 Building on this, the digitally integrated Council workstream aims to implement new digital technology and process changes within MCC, creating an improved resident and staff experience, whilst also leading to efficiency savings. This will include:
- The procurement and implementation of a new technology stack which will enable an improved digital customer offering
  - The implementation of automation in the back office to make back office processes more efficient across the Council
  - More intelligent and standardised sharing of data across the organisation, leading to better decision making and improved outcomes for residents and businesses
  - better connectivity between our internal and external digital strategies including our approach to tackling digital exclusion.

### **Workstream 2 - A more effective and purposeful Corporate Core**

- 4.5 This workstream will undertake a review of the Corporate Core and its relationships with other areas within the Council. This workstream should leave the Corporate Core with a more clearly defined purpose and a new Target Operating Model that allows the Core to deliver efficient decision making and services for the other directorates within the Council. This will support the delivery of the required budget cuts and include:
- A newly defined and agreed purpose, vision and target operating model for the Corporate Core. This will lead to a more clearly defined purpose for the Core, ensuring that all activities are strategically aligned
  - A newly agreed set of roles and functions including business partnering approach and spans of control. This will remove duplication of effort within the Core
  - More efficient processes within the core including replacement of the SAP back office system
  - A more clearly defined decision-making processes which will include cross cutting priorities , again ensuring that all decision making is strategically aligned to the management accountability framework

- A set of service reviews within the Core, ensuring that all Core services are operating efficiently and providing high quality outcomes, aligned with the new operating model

### **Workstream 3 - Place based and neighbourhood working**

4.6 The impact of COVID-19 on our residents and communities has been considerable. Recovery that takes account of the impact of inequalities that have been exacerbated is particularly important and will influence the future of neighbourhood working across the council. A key aim is to ensure services are designed to meet the needs of each of our neighbourhoods and increase the number of preventative measures in place (including greater use of other community assets that are closer to residents). This workstream aims to continue to embed place based and neighbourhood working within Manchester, working with key partners to accelerate the implementation of the Bringing Services Together for People in Places model. This will include:

- Investment in a defined asset-based model that supports place based and neighbourhood working
- An increased use of technology to engage with residents at a neighbourhood level
- An increased focus on supporting communities to take ownership of and develop new initiatives within their local areas
- An improved use of data and intelligence to enable us to act proactively when dealing with residents,
- A set of clearly defined roles and responsibilities for all partners to minimise the potential for duplication
- An adoption of a Council wide approach to place-based neighbourhood working, sharing data where possible to improve outcomes for residents
- An increased and clearer role for the voluntary sector, delivering services for residents

### **Workstream 4 - A new model for housing delivery**

4.7 Following a period of resident engagement, it was officially decided that the Council's housing stock which is currently being managed by the Northwards Housing ALMO will be brought back in house. Initially, this workstream will facilitate the ALMO coming back in house. Following this, it will review how housing services are provided to residents across Manchester and create a new holistic model for housing which drives better outcomes for residents by providing these in conjunction with other services including employment and social care services. This will include:

- Facilitating the ALMO successfully coming back in house
- Agreeing the service provision of the housing function in order to better serve residents
- Alignment with existing service provision in Manchester, including utilising functions such as the neighbourhood teams to provide better services to residents



- Agreed holistic housing service provision exploring how including other service areas including Homelessness and Social Care can be linked
- Fully defined governance arrangements for the new housing function

#### **Workstream 5 - Joined up health and social care (supercharging of the MLCO)**

4.8 The Our Healthier Manchester Locality Plan sets the ambitions to significantly improve health outcomes, tackle health inequalities and develop a financially and clinically sustainable system. Central to this is the ‘supercharging’ of Manchester Local Care Organisation (MLCO), building on the strong progress made since its inception in 2018. The Manchester Partnership Board has agreed that the MLCO will be the delivery vehicle to reduce health inequalities and improve the health and wellbeing of the people of Manchester. This workstream focusses on how the Council supports the supercharging of the MLCO and the future of Health and Social care Integration, as detailed in section 6 below. This will include:

- Ensuring the establishment of the Section 75 Partnership agreement between MCC and MFT is fit for purpose, supports integration of community health and adult social care services through the further development of the MLCO operating model and enables the MLCO to provide assurance to MFT and MCC through the Accountability Board. Full integration of ASC and community health services through the LCO will create a more sustainable and strengths-based offer for people through agreed governance structures, financial framework and integrated leadership, management and workforce structures
- An agreed delivery plan to enable the LCO to be the vehicle to reduce health inequalities and improve population health and wellbeing and secure provider collaboration on the delivery of the public health management strategy which will inform and improve future service provision and outcomes for residents
- Ensuring effective corporate support services are provided to MLCO from MCC, the model for which will need to align to workstream 2, A more effective and purposeful Corporate Core.
- In addition, this workstream will consider the role of MCC in the Manchester Partnership Board.

4.9 The primary governance for the majority of work described above is the MLCO Transition Board which includes representation from MCC. Management and reporting on these priorities will therefore be delivered through the Transition Board and the MLCO Executive and ultimately the Accountability Board. This includes delivery of the ASC transformation programme ‘Better Outcomes, Better Lives’ which is making a significant contribution to MCC’s savings in 2021/22, 2022/23 and 2023/24.

## **Enabler - Organisational behaviours and culture**

- 4.10 All of these workstreams will be underpinned by a cross cutting enabler focussing on driving behaviour change within the organisation in a way that is aligned to the values and behaviours of Our Manchester.
- 4.11 The Organisation Development and Culture enabling workstream will work to develop and embed the Organisations Development plan and continue the internal Our Manchester behaviours programme. This includes implementing future ways of working and talent development across the organisation and follows on from existing work which is being carried out as part of Our Transformation Programme. This enabling workstream will have responsibility for ensuring that diversity and equality, as well as the Our Manchester approach is embedded throughout the whole Future Shape of the Council programme. The key areas of focus are:
- A fully developed OD plan for Manchester, which when implemented will improve the employee experience within Manchester
  - Agreed future ways of working which model the Our Manchester behaviours, rolled out across the organisation
  - A formal workforce development and talent management plan for the organisation
  - A formalised management accountability and associated training programme

## **5. Benefits of the Future Shape of the Council Programme**

- 5.1. The benefits from the future shape programme will not be achieved if the workstreams are pursued in isolation. The scale of change required to overcome the upcoming challenges that the council faces means a new council wide shape and approach is required. The programme will lead to a better Council and will ultimately improve outcomes for residents and staff, improve our long-term resilience and provide a framework for any future budget savings.
- 5.2. The priorities as articulated through the Future Shape programme enable the delivery of required financial savings in a sustainable way whilst meeting the needs of communities and improving outcomes. A savings programme of £41m has been proposed for 2021/22 with those savings that are relevant to this programme mapped against the workstream areas.

## **6. Supercharging MLCO and the future of health and social care integration**

- 6.1. As set out above, the Our Healthier Manchester Locality Plan sets the ambitions for the city to significantly improve health outcomes, tackle health inequalities and develop a financially and clinically sustainable system.
- 6.2. A new Manchester Partnership Board (MPB) has been created to drive the next phase of health and social care integration in the city, with key partners represented at Chief Executive level and chaired by the Leader of the Council.

- 6.3. The MPB has committed to ‘supercharging’ Manchester Local Care Organisation (MLCO), building on the strong progress made since its inception in 2018, as the delivery vehicle to reduce health inequalities and improve the health and wellbeing of the people of Manchester. A new Section 75 agreement is being developed by June 2021 to govern the partnership arrangements between MCC and Manchester Foundation Trust (MFT) that will operate through MLCO.
- 6.4. A new MLCO Accountability Board has been established to provide a single governance forum and point of assurance for all key partners, including MCC, which will be represented by the Executive Member for Health and Well Being (co-chairing with MFT), the Chief Executive, the Deputy Chief Executive and City Treasurer, and the Strategic Director of Adult Social Care.
- 6.5. The Government has announced national reforms to the NHS that will involve creation of Integrated Care Systems (ICS) comprising key NHS organisations and local authorities. The ICS for Manchester will be at the level of Greater Manchester (GM). Localities within each ICS are defined at the local authority level, including for the city of Manchester. The ICS reforms will involve the functions of Clinical Commissioning Groups (CCGs) including Manchester Health and Care Commissioning (MHCC) transferring including to the GM ICS, the MLCO and the MPB.
- 6.6. A programme of transition is underway to supercharge MLCO, led by a Transitions Board that includes representatives from MCC and all key partners, which is reporting to the MLCO Accountability Board.
- 6.7. The following functions have been agreed as in scope for transfer, to enable the MLCO to improve population health outcomes:
- Transition of the population health delivery teams to work in neighbourhoods to reduce inequalities.
  - Full integration of ASC and community health to create a more sustainable strengths-based offer for people.
  - An agreed model of working between the Primary Care Networks (PCNs) and MLCO to build stronger local offers in neighbourhoods.
  - A supercharged corporate infrastructure to empower our neighbourhoods/places to buy care closer to people’s homes and change the workforce to meet local needs.
  - An agreed model for children’s services built on the early help offers already in place
  - integrating service improvement, contracting and placement functions (previously tactical commissioning) into the LCO Operating Model to enable the move towards ‘place-based commissioning
  - Appropriately sized and integrated support functions to enable the MLCO to plan, direct, performance manage and redesign services to meet the health and social care needs of people within a reducing budget



- 6.8. The above will be linked to the Future Shape of the Council work, but the governance for the Health and Social Care workstream will be via the Transitions and Accountability Board to ensure the change programmes within the Council and the changes within MHCC and the MLCO are fully aligned.
- 6.9. To support the transition arrangements and the need to strengthen the MLCO the Council and partners are reviewing the formal governance arrangements and legal agreements which underpin them. The most substantive change required will be the agreement for Manchester Foundation Trust (MFT) and MCC to enable the MLCO to reach its full potential.

## **7. The Underpinning Legal Agreements**

- 7.1. Under section 75 National Health Service Act 2006, local authorities and NHS bodies can enter into partnership arrangements for the exercise of certain NHS functions by NHS bodies and certain health-related functions of local authorities. These agreements are colloquially referred to as “section 75 agreements”. Section 75 provides for three flexibilities that NHS Bodies and local authorities can use: pooled budgets, lead commissioning and integrated provision. The agreement provides the MLCO with the best possible flexibility to operate within current tax and workforce constraints, which currently prohibit a more formal integrated legal structure. Section 75 agreements are recognised templates between local authorities and NHS bodies.
- 7.2. It is proposed that a section 75 agreement will be entered into between the Manchester Foundation Trust and Manchester City Council, to facilitate the effective delivery of integrated health and adult social care. The ambition will be to empower local neighbourhood teams to have joined-up decision making and transparency of spending against related budgets. The section 75 agreement will also delegate certain functions to the other party, to facilitate integrated service delivery. The agreement will build on the existing partnership arrangements between the organisations, governed through the Partnering Agreement, which established the MLCO in March 2018.
- 7.3. There is an existing commissioner section 75 agreement between MHCC and MCC, which will need to be amended to reflect the scope and functions of the new MFT/MCC provider section 75 agreement. A number of other existing agreements e.g. the Partnering Agreement and other operational protocols, will need to be reviewed to assess what amendments may need to be agreed with its parties (which include GMMH and primary care representation).
- 7.4. From April 2021, it is not proposed that a pooled budget will be created although this remains an aspiration of the parties and will be considered further during 2021/22. Instead, the existing health and social care budgets will remain on the ledgers of the Trust and MCC respectively. The budgets, however, are entirely aligned to the delivery of integrated services, with a commitment from each party that it shall not divert funds from these budgets to discharge any other financial, strategic or operational responsibilities. It is the firm intention of all stakeholders that, whilst a pooled budget will not be in place from April 2021, the alignment of budgets and the financial framework

which will be established in parallel, will allow the MLCO Executive and their teams to more readily commit spending from both MCC and MFT budgets, in a timely, transparent and effective manner.

- 7.5. Financial risk associated with these services will not transfer between organisations, ie Adult social care risk will remain with MCC and community health risk will remain with MFT. However, a risk share will be developed in the event that there is a significant cost shift between the parties.
- 7.6. An update on the arrangement and the full suite of legal documents will be taken to the next meeting of the Executive for approval.

## **8. Conclusion**

- 8.1. The Future Shape of the Council programme is an ambitious and challenging 2 year programme of change across the breadth of the Council. Building on Our Transformation, this is the next phase to ensure we meet the set of complex challenges we face and can deliver the required changes to address future budget challenges.
- 8.2. This alongside the changes to the integration of health and social care for GM and within Manchester, means that the Council will look very different in five years time. This report has outlined some of the major changes and the programme of work that will be required to ensure that they are effectively delivered and ultimately provide the future shape and operating model for the Council.

**Manchester City Council  
Report for Resolution**

**Report to:** Resources and Governance Scrutiny Committee – 9 March 2021  
Executive - 17 March 2021

**Subject:** To consider the proposed refresh of the Council’s Social Value Policy and what Social Value has been derived during Covid-19 lockdown

**Report of:** Deputy Chief Executive and City Treasurer

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### **Summary**

This report provides a summary of the impact that the Covid-19 pandemic has had on social value delivery, drawing on contract examples.

The pandemic has also shaped the thinking about the role social value can play in supporting the city’s recovery. Manchester City Council already has a well-established set of social value priorities and approach for promoting social value, particularly through its procurement. It has continually looked to refine and update this approach, introducing innovations that have in some cases led the country, such as the introduction of a minimum 20% weighting for social value in the evaluation of tenders.

This paper proposes further refinements to the council’s approach, as set out in the recommendations below. The proposals reflect the impact of the pandemic has had on the city and the role social value can play in supporting the economic recovery. They also aim to further promote the city’s wider priorities, as set out in the Our Manchester Strategy reset, particularly the zero-carbon ambition.

The proposals are also consistent with the recently updated social value framework established across Greater Manchester, which similarly is focused on supporting the local economy and a cleaner environment but the Manchester policy is more focussed on actions that will specifically benefit the City.

### **Recommendations**

The Scrutiny Committee is invited to comment on the report and endorse the Executive proposals below.

The Executive is asked to consider and agree the following proposals:

- (i) To focus social value efforts on supporting a green, inclusive economic recovery
- (ii) To expand the priority groups to include Black, Asian and Minority Ethnic populations, who have been disproportionately impacted economically by the pandemic.
- (iii) To move as quickly as practicable to a 30% social value weighting to all contracts as standard (i.e. 20% social value and 10% zero carbon).

- (iv) To adopt the new social value policy (a draft is attached in appendix 3 to this report)

**Wards Affected:** All

<b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
The report includes a specific proposal to add zero-carbon consideration in the evaluation of tenders. Drawing on experience to date where the council has tested this, the proposal will help to deliver measurable commitments from bidders.

<b>Our Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The proposals in this report aim to focus social value efforts on supporting Manchester's economic recovery following the pandemic, with a particular priority on jobs creation.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Social value priorities will continue to promote local employment and local supply chains, helping to keep talent in Manchester.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The social value policy targets on priority groups – groups that are at more of a disadvantage compared with others.
A liveable and low carbon city: a destination of choice to live, visit, work	The social value priorities are closely aligned with the goal of a liveable, low-carbon city.
A connected city: world class infrastructure and connectivity to drive growth	The social value priorities are about driving growth of Manchester following the pandemic.

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## 1. Introduction

- 1.1. This report provides an update on the effects on the delivery of Social Value by the council's suppliers resulting from the pandemic.
- 1.2. The report also sets out proposals to reprofile the council's priorities for the delivery of Social Value and the revised draft Social Value Policy is appended to this report. In particular the paper proposes to more closely align the social value priorities to supporting the city's economic recovery and introduce further measures that will ensure that the commitment to addressing the climate crisis is reflected by the council's suppliers.

## 2. The Council's approach to Social Value

- 2.1. The council has a long history of promoting social value in Manchester through its procurement, its wider influence with external organisations and through its own operations.
- 2.2. The concept of social value refers to the wider value to Manchester residents and communities that organisations can generate beyond the direct value accrued by that organisation and its customers or end-users. An example is a company that employs people from disadvantaged backgrounds, who face greater barriers to work. The company benefits from the skills and labour provided, but there is also additional value generated to society from having fewer people who may otherwise be out of work and the economic and social benefits that come with that.
- 2.3. Social value outcomes can be economic, social and environmental in nature and they are a priority for the council. Since 2015 the council has applied a minimum 20% weighting to social value when evaluating tenders for council contracts. At the time this was, and remains to our knowledge, the highest weighting for social value in the country.
- 2.4. The council has also introduced a range of measures within our own organisation to promote social value and ethical employment. For example, in addition to becoming accredited as a Living Wage Foundation living wage employer in 2020, the council has signed up to the following initiatives, and encourages suppliers and partners to similarly support:
  - Care Leavers Covenant
  - Armed Forces Covenant
  - Unite Construction Charter
  - Unite Charter for Ethical Employment Standards in the Voluntary and Community Sector
- 2.5. In terms of impact, whilst the council's approach to including social value in tenders has been exemplary, there is an ongoing need to ensure that the delivery of social value takes place throughout the contract. The Integrated Commissioning and Procurement Unit has taken a leading role in development of a consistent and clear approach to contract management and, as this is

supplemented by an ICT based system over the next 12 months, one of the objectives of this will be to ensure that monitoring the delivery of social value is given the same priority to the core deliverables of any contract.

2.6. The council has engaged the Centre for Local Economic Strategies (CLES) for over 10 years to carry out an independent evaluation of the local economic impact of the council's spend. The first piece of research collaboration between CLES and the council took place from August 2009, with research and analyses produced regularly since. Research on the spend for last financial year (2019/20) is due to be published soon so the most recent figures are from 2018/19. Headline figures include<sup>1</sup>:

- £461m spend with top 300 suppliers
- £322m Manchester based (69.9% up from 51.5% in 2008/09)
- 50.5% of spend with SMEs
- 561 apprentice opportunities created
- 1,579 jobs created by suppliers
- 7,730 opportunities created for hard to reach residents in GM

2.7. The Manchester / CLES collaboration has been used to help share learning both in Manchester and beyond and has led to similar work being undertaken by CLES with other authorities – for example in Preston and various London Boroughs. The collaboration with CLES includes an annual social value conference that a wide range of partners and suppliers attend.

2.8. Two major developments have impacted the role of social value in Manchester. The first of these is Manchester's zero carbon ambition, which requires suppliers and partners to play their part in supporting the City to become a zero carbon city by 2038 or before. The February 2021 Neighbourhoods and Environment Scrutiny received a report which sets out in detail steps the council, suppliers and wider partners are taking in relation to zero carbon.<sup>2</sup>

2.9. The second major development has been the Covid-19 pandemic, which has both influenced social value delivery on the ground over the last 11 months – positively and negatively – and has also shaped how we look at our future social value priorities in the context of supporting a green, inclusive, economic recovery.

### **3. How the pandemic has affected social value**

3.1. The pandemic has impacted our contracts and the social value commitments within them in a number of different ways. In the main, social value has continued to be delivered and suppliers have been flexible adapting their social value delivery, including supporting covid relief efforts. However, some social value delivery however has had to be paused, for example because the commitments cannot be carried out (e.g. work in schools) or because the

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<sup>1</sup> <https://cles.org.uk/publications/manchester-city-council-spend-analysis-2018-19/>

<sup>2</sup> *Manchester City Council Climate Change Action Plan 2020-25*, Neighbourhoods and Environment Scrutiny 10 February 2021

contract itself has had to significantly reduce or stop altogether, (e.g. Public Health contracts where staff were redeployed to support the Covid-response).

- 3.2. Some examples of the different impacts the pandemic has had are set out below with more detail in Appendix 1.

***Examples where the delivery of social value has continued***

- 3.3. Social value has continued to be delivered within many construction and highways projects. In addition, in contracts let by Neighbourhoods covering services provided in Parks, and in the small value construction works framework where the contracts are lower in value, there is an option for social value to be accrued based on time allocated by suppliers to carry out small community related projects.
- 3.4. For highways works, a number of contractors came forward to support during the first lockdown of Covid-19. The main effect in terms of reduced social value was in relation to community events and schools due to the restrictions. When schools reopened, the measures taken to support social distancing reduced opportunities to allow non-essential access into school and the uptake has not yet recovered. However social value has continued to be delivered in a number of areas and the pandemic has encouraged suppliers to think outside the box. For example, contractors supplied and loaned barriers to schools to support social distancing measures once reopened and since the first lockdown they have learned to look at alternative methods (e.g. delivering work experience and mentoring “virtually”). One supplier, Colas, produced a video to promote careers in construction and this is going to be circulated to schools digitally. Some further examples of social value delivery in Highways in below in the Annex.
- 3.5. Similarly, Capital Programmes continued to see social value delivered and providers too came forward with support offers in relation to the first lockdown.
- Overall, North West Construction Hub (NWCH) data on social, economic and environmental value generated in Manchester for the period 27 July 2020 to 20 January 2021 highlights an estimated £466,000 monetised value of local jobs and local spend created (this is described as local economic value) and a further estimated £365,000 social value created, including from apprenticeships and career support sessions.
  - NWCH providers met in June to update on the social value being delivered in light of the lockdown and pandemic. Providers in many cases adapted delivery, for example by providing virtual work experience placements, and virtual learning.
  - Contractors also came forward with offers of support to assist with the first lockdown, principally offering deliveries, PPE and materials and project management support. Contractor staff also collected donations for relief efforts. For example the New Victoria team and subcontractors collected £1,400 to help support the Manchester Central Food Bank.
  - Looking at specific contracts the Town Hall refurbishment is one example, where a number of early steps were taken (specifically around school,

college and university engagement) which helped to mitigate against Covid-19 restrictions and, although the project has seen a reduction in overall Social Value activity over the period, the majority of KPIs remain on track. Apprentice learning was moved online; contractors provided engineering, IT and manufacturing services to the establishment of the Nightingale hospital; and the onsite Covid secure recruitment brokerage with DWP, Procure Plus and The Works was created to ensure new apprentices and employment roles continued to be created and linked to Manchester residents. The latter has been in place from September 2020 and has been a great success, having recruited 34 New Jobs and 18 New Manchester resident apprentices.

- More recently, Capital Programmes and the Work and Skills Team are working together to look at upcoming major projects and how employment, training and skills commitments can support the economic recovery in Manchester.

3.6. Examples of where social value continues to be delivered in non-works contracts are set out below.

3.7. Home to School transport:

- A new apprentice mechanic position has been created for one of our Care Leavers.
- Work is underway with two providers who are looking to establish apprenticeships for business administration roles.
- One provider has partnered with Mustard Tree and is donating through a monthly direct debit scheme to support vulnerable people.
- One provider supported the Mutual Aid Hub and food parcel delivery scheme providing vehicles and driver

3.8. In Adults, Age UK Manchester responded to three of their day centres being closed by delivering a new 'home visiting' and support service for all the day centre attendees. This involved the provision of a daily hot meal, activity kits and doorstep entertainment. In addition, Age UK took referrals from Adults where a vulnerable older person needed food support or daily contact over and above the day centre cohort. They have worked collaboratively to complement the MCC helpline and food support and medication offer. During the recent South Manchester floods, Age UK also deployed 3 minibuses and visited older/vulnerable people, offering them the chance to relocate in a kind and concerned manner. This was done at no additional cost to the council.

3.9. The Integrated Alcohol and Drug Early Intervention and Treatment service with CGL, have continued to meet their social value environmental commitments. In one month in Quarter 2 they prevented 2.58 tonnes of waste from going to landfill and avoided emitting a combined 1,293 Kg of Methane and Carbon Dioxide by reducing the bacterial anaerobic decomposing process. This waste would have occupied up to 7.92 cubic metres of landfill.

***Examples where contractors have had to significantly adapt or pause their social value provision in light of the pandemic***



3.10. With the recycling contract the social value related additional employment and training has not been able to take place. Instead the contractor has supported the relief efforts from April to August last year, providing two people per day, seven days a week to collect and deliver food parcels. In total the contractor provided over 1,000 hours of volunteering and delivered over 3,000 meals.

3.11. The waste collection contract with Biffa has had to pause its formal apprentice programme, although other elements of its social value programme remain ongoing. The contract overall comprises three broad social value areas: social value investment (I.e., Resources provided in-kind to deliver social value); engagement with residents and communities; and recruitment. Taking these in turn:

- Biffa commits each year to provide services that are not covered in the contract and provide social value to residents, such as clean ups, bin emptying for community groups etc. This has continued throughout the year.
- The contract provides full time engagement staff working with residents and communities. They have continued to work throughout the pandemic and find ways to engage with residents that are consistent with social distances and other relevant guidelines.
- Covid-19 restrictions have meant recruitment is challenging as training rooms and numbers allowed indoors have been significantly scaled back. Colleges have also scaled back their supporting programmes and so Biffa have had to pause any planned formal apprentice programmes. However, standard recruitment is ongoing and has been throughout the pandemic. Biffa plan to revisit the apprentice programme as soon as viable and restrictions allow. Recruitment tends to be from residents local to the depots - approximately 85% are Manchester residents.

3.12. One of the areas closest to the pandemic efforts is public health, where some contracts have seen staff redeployed to work on Covid-19 and/or the contracts themselves have had to be paused completely (examples include some contracts delivered by Manchester University NHS Foundation Trust). Contract and social value monitoring in these cases was temporarily suspended. Commissioners are working with services to restart these services and the contract monitoring. However there are still a number of examples, where providers have used social value to help free up resources within the wider health care system to support efforts to help those worst affected by the pandemic. Examples include:

- Manchester Action on Street Health (MASH), are providing a strategic leadership contribution that is above and beyond the contractual obligations to leverage social value for the wider homeless/substance misuse/sex worker provision. MASH staff working on Public Health contracts also worked closely with homelessness and took on chairing responsibilities of the Homelessness Partnership Strategic Group

- George House Trust (GHT) and MASH have also used their resources to provide additional support for those in financial crisis during the pandemic including crisis loans, food parcels etc
- Increased volunteer base to support additional demand for services. For example BHA , GHT and the LGBT Foundation have seen increased need for support as a result of the pandemic (including support for social isolation, mental health, and domestic abuse) and more recently by the channel 4 series It's a Sin. Volunteers have been central to their ability to flex and evolve services. Providers have grown their volunteer base and utilised volunteers to provide more contact and buddying (GHT, LGBTF) with vulnerable clients.

3.13. There are also examples where there have been new social value offers from companies and organisations who are not current suppliers to the council to support covid-relief efforts. For example, by June over 100 offers of support had come forward, offering a diverse range of support from logistics, construction, food, storage facilities and donations to the We Love Manchester Covid-19 Response Fund.

3.14. Looking ahead, we expect to see increasing social value opportunities. New procurements have not noticeably changed over 2020 and social value commitments continue to be captured in bids, not least in terms of the environment. Furthermore, older contracts still form a significant part of the contracts portfolio, particularly in relation to social care, and these tend to be less sophisticated in terms of social value commitments. As we look to re-procure these the social value commitments should increase.

#### **4. Updating the social value priorities in the context of the city's recovery**

4.1. Social value has become even more of a priority in light of the coronavirus pandemic and the economic and social impacts it has had on Manchester.

4.2. Research shows that the impact has fallen particularly hard on certain groups. For example, the direct health impacts from coronavirus have been felt acutely, but by no means exclusively, by older residents and residents with underlying health conditions. But economically too, certain groups have been disproportionately affected. These include young people, especially those with low or no qualifications, who face significant barriers to a very challenging labour market, and Black, Asian and Minority Ethnic populations.

4.3. Social value has a more important role than ever in supporting an inclusive, green economic recovery in Manchester. This is acknowledged by national government and locally within Greater Manchester.

4.4. Nationally the government released guidance in September reinforcing the importance of securing social value in contracts. It is also currently consulting on a green paper on reforming public procurement in the longer term as well as interim guidance to be issued in the near future which sets out proposals for supporting local economies via social value.

## 5. New Social Value Policy for Manchester City Council

5.1. In light of the developments over the last year, the council's zero carbon ambition and the council's ongoing experience in relation to delivery of social value, officers have drafted an updated social value policy. Specifically, the policy:

- Prioritises actions to support Manchester's recovery
- Expands the priority groups for social value to reflect groups disproportionately impacted by the pandemic.
- Adds a dedicated social value weighting to support the zero carbon ambition in the evaluation of tenders.

5.2. These are set out further below. Appendix Two provides further information on how these changes compare with the current policy.

### ***Priority actions to support Manchester's recovery***

5.3. Social value priorities up to now have been intentionally broad in terms of scope, reflecting the diverse forms of social value. These priorities are communicated to suppliers and stakeholders via toolkits.

5.4. As the council's approach to social value has matured, the council is able to be more specific about social value outcomes and that specific priority should be given to supporting the recovery in Manchester. This does not mean that other social value offers from organisations would be disregarded; rather organisations would be steered to consider certain actions in the first instance.

5.5. It is proposed that these priority actions are:

- Maximise new job creation, increasing overall labour demand in the city, and ensure residents are supported into these opportunities.
- Support unemployed Manchester residents to re-enter work as quickly as possible - especially priority cohorts
- Support and strengthen organisations that make a positive contribution to Manchester and retain money in the local economy
- Support Manchester's transition to a zero carbon city.
- Ensure 'good employment' (e.g. Living Wage) is centre to any opportunities
- Focus charitable giving on We Love MCR, Young Manchester and Big Change
- Facilitate donations of surplus food through the Food Response Team & Council's website to ensure food can be distributed to those who need it & reduce food waste.
- Establish the required processes to make use of the Social Value fund and realign to the recovery priorities

### ***Expanding our priority groups***

- 5.6. Since 2017 Manchester has looked to target social value efforts that benefit priority groups – groups that are relatively more disadvantaged than the population as a whole and where interventions could have the greatest impact. The identified groups are as follows:
- Children and young people, specifically:
    - looked after children and care leavers
    - young people who are Not in Employment, Education or Training (NEET) or who are at risk of becoming NEET
    - young people involved in or at risk of being involved in the criminal justice system
  - long-term unemployed with an underlying health condition or complex needs
  - disabled people
  - older people
  - vulnerable adults overcoming a crisis or, domestic violence and abuse, rough sleepers
- 5.7. In light of the impact the pandemic has had, and wider work within the council around equality and diversity, this paper proposes to add a further priority aimed at addressing inequalities faced by Black, Asian and Ethnic Minority residents.
- 5.8. Furthermore, across all groups, there should be a focus on paid work within occupational areas with good post-Covid prospects and high-quality training relevant to future job growth.

### ***Environmental scoring in the evaluation of tenders***

- 5.9. The environment is a longstanding social value priority in Manchester. For example, bidders have been asked questions specifically on the environment and emissions in all Invitations to Tender put out by the council since 2014. The zero carbon ambition has reinforced this, and over the last year the council began testing an additional 10% environment weighting in the evaluation of tenders where appropriate. This meant that, in addition to the standard minimum 20% social value weighting an additional 10% of the total score was applied to carbon reduction proposals of bidders. The “pilot” was applied to 4 Highway contracts, the Council’s large format advertising contract and the Repairs and Maintenance Contract for housing stock currently managed by Northwards.
- 5.10. A summary report of the learning from this was presented to the Social Value Governance Board. Overall the trial has proved successful in emphasising the significance of zero carbon and increases the likelihood of appointing suppliers that share this ambition.
- 5.11. This paper proposes moving as quickly as practicable to a 30% social value weighting to all contracts as standard (i.e., 20% social value and 10% zero carbon).



5.12. Recognising that some sectors are more developed in terms of measuring their carbon footprint than others, and that the potential to deliver meaningful environmental benefits varies, the approach will give some flexibility on the percentage for the environment. The base assumption is that 10% Zero Carbon will be the default position. As the expertise builds and levels of carbon literacy increase amongst commissioners this will lead to the development of specifications for contracts that more directly contribute towards realising the city's zero carbon ambitions.

### ***Updated social value policy***

5.13. The above proposals have been included in a draft updated Social Value Policy, which is attached at Appendix Three. Members of the Committee are invited to comment on the Policy which is due to go to Executive later in March. The precise wording of the document, such as narrative and style may change over time, for example to take on board supplier and stakeholder feedback or new emerging priorities.

5.14. The policy is also consistent with the recently refreshed Greater Manchester Combined Authority social value framework, which sets out high level principles focused around rebuilding our economy and society following the crisis caused by Covid-19. The two documents are complementary – the GM framework sets out the overarching outcome themes and the Manchester policy provides more depth as to what Manchester expects to see in social value commitments for the City, building on the relatively long experience Manchester has had in this space.

5.15. As well as the policy document, new toolkits for suppliers and commissioners, contract staff and wider stakeholders are also being developed to reflect the updated policy.

## **6. Expected impact of the updated priorities**

6.1. Overall, these changes will help to deliver: (i) more specific, measurable commitments from suppliers both in relation to the economic recovery and in relation to climate change; and (ii) a strengthened focus on priority groups.

6.2. The impact will be monitored on a number of levels.

- First, contract managers will continue to monitor social value delivery at a contract level, and we have been introducing or piloting new tools (e.g., Social Value Portal in Highways) which support with this.
- The Integrated Commissioning and Procurement Team are currently co-developing social value KPIs, to help standardise and improve monitoring. This is building on learning from Capital Programmes and Highways which use the national TOMS measures.
- There is also a monthly operational officers group comprising social value and contracts leads with representatives from different parts of the council, which will be sharing learning and best practice.

- Directorates themselves have also established controls and reporting arrangements specifically on social value – for example Children’s have set out how they will incorporate social value into their commissions.
- The Integrated Commissioning and Procurement team will also monitor overall impact and emerging themes, particularly from the proposed zero-carbon weighting, reporting to the Social Value Governance Board, chaired by the Deputy Chief Executive.

## **7. Recommendations**

7.1. The recommendations are detailed at the front of the report

## Appendix 1: Further examples of Social Value Delivery During the Pandemic

The below examples provide an indication of the kinds of additional social value offered by our providers during the pandemic by department. The list is not exhaustive but aims to showcase the different approaches taken and how these have benefited Manchester residents.

### Adults

Contract	Social Value
Age UK	During the recent South Manchester floods, Age UK deployed 3 minibuses and visited older/vulnerable people, offering them the chance to relocate in a kind and concerned manner.
Age UK	In response to three of their day centres being closed, the provider developed and delivered a new 'home visiting' and support service for all the day centre attendees. This service ensured that all day centre attendees, had access to a daily hot meal, activity kits and doorstep entertainment. In addition, Age UK took referrals from Adults where a vulnerable older person needed food support or daily contact over and above the day centre cohort.
Age UK	Provider has worked collaboratively to complement the MCC helpline and food support and medication offer during Covid 19.

### Childrens

Contract	Social Value
Sumi Travel Ltd - Home to School Transport	Provider has partnered with Mustard Tree and is donating through a monthly direct debit scheme to support vulnerable people.
Home to School Transport	Provider has supported the Mutual Aid Hub and food parcel delivery scheme providing vehicles and drivers
Various - Home to School Transport	Through the framework, three providers have offered apprentice mechanic position and two apprenticeships for business admin roles.

### Public Health

Contract	Social Value
Change Grow Live (CGL)	Provider has delivered upon their social value commitments to reduce their carbon footprint and have reported on this throughout the pandemic. In one month, they prevented 2.58 tonnes of waste from going to landfill and avoided emitting a combined 1,293 Kg of Methane and Carbon Dioxide by reducing the bacterial anaerobic decomposing process. This waste would have occupied up to 7.92 cubic metres of landfill.
Change Grow Live (CGL)	Provider has offered out their meeting room facilities for free for the local community.

Manchester Action on Street Health	Have providing a strategic leadership contribution that is above and beyond the contractual obligations to leverage social value for the wider homeless/substance misuse/sex worker provision.
Manchester Action on Street Health	Provider's staff working on Public Health contracts also worked closely with homelessness and took on chairing responsibilities of the Homelessness Partnership Strategic Group
George House Trust in conjunction with Manchester Action on Street Health	Providers have used their resources to provide additional support for those in financial crisis during the pandemic including crisis loans, food parcels etc
George House Trust in conjunction with LGBTF	The third sector providers have utilised their volunteers to provide more contact and buddying with vulnerable clients and have continued to support and grow their volunteer base.

### Neighbourhoods

Contract	Social Value
Biffa Waste Management	Providers commits each year to provide services that are not covered in the contract and provide social value to residents, such as clean ups, bin emptying for community groups etc. This has continued throughout the year.
Biffa Waste Management	The contract provides full time engagement staff working with residents and communities. They have continued to work throughout the pandemic and find ways to engage with residents that are consistent within current social distancing (and similar) guidelines.
Biffa Waste Management	Covid restrictions have meant recruitment is challenging, Biffa have had to pause any planned formal apprentice programmes. However, standard recruitment is ongoing and has been throughout the pandemic. Biffa plan to revisit the apprentice programme as soon as viable and restrictions allow.

### Growth and Development

Contract	Social Value
The Factory	Apprenticeships in the cultural sector have been identified as an area which needed development. Factory has revised The Factory Academy Business plan to focus on pre-employment training opportunities as a precursor to apprenticeship, whilst responding to local priorities and utilising GM funding pots such as the Adult Education Budget. As such we secured funding from Access Creative College and through the 19/20 academic year we will deliver up to 200 opportunities for unemployed people through a number of different programmes such: Training Academies (recognised as sector based work academies), traineeships,



The Factory	Provider has worked with Cultural and Creative Skills to submit an application to become a kickstart intermediary for the sector. In addition, The Factory Academy has developed wraparound support training that any creative org can access. We expect to see 40 kickstart roles available with consortium members this year and expect more to follow.
The Factory	Developing a partnership with The Growth Company to launch the Creative Industries Training Alliance. This replaces the GM cultural skills consortium and we aim to reach 200 employers to work with them as part of the Skills for Growth fund. This will include specialist support for business in terms of workforce development and access to training.

### Highways

Contract	Social Value
J.Hopkins - Surfacing Carriageways	Provider helped with signage at the Nightingale hospital and donated PPE equipment. Supported Manchester Central charity with food deliveries using a Hopkins van and driver £2,000 donation towards the Read MCR transition read initiative. Provided 10 crowd barriers on a temporary basis to the Tree Life Centre in Wythenshawe for social distancing.
Rosgals - Drainage and subcontracted work from Mancon using TfGM framework	Set aside a financial fund of £5,000 to support their workers and families during this difficult time. Donation of PPE and face masks to local Manchester hospital Food donations to local volunteers preparing food for the elderly and vulnerable who are self isolating Employee from Rosgals has supported the Bread and Butter Charity delivering food parcels to the vulnerable for 6 weeks in his van equating to the value of £13,000.00.
Colas - A6 Stockport Road - Major Project	In partnership with Mancunian Way Charity, a donation of £2000 (£1000 in April 2020 and £1000 in May 2020) provided to Cornerstone charity and Booth Centre to purchase food parcels for vulnerable Manchester residents. Mancunian Way Charity donated 56,000 items of toiletries to homeless shelters and food banks on behalf of Colas. 2 vehicles and drivers for the entire month of May to support MCC with the immediate food response, delivering food parcels across the City. This equates to the value of £11,840.
NSL - Parking enforcement	4 drivers and vehicles provided to support the delivery of food parcels across the City

Lanes Group - Drainage	Shared educational resources to keep children occupied during homeschooling. All items free to download with parent guidance also. These were advertised via our online google site to support working parents during Covid-19.
Eric Wright - Hyde Road Pinch Point Widening	Provider made a donation of £10,000 towards the Read MCR transition read initiative.

## Appendix Two – PowerPoint Presentation “Strategic Review of Social Value

# Strategic Review of Social Value

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## Purpose and Recommendations

- Summarise Manchester’s approach to social value to date & its impact
- Suggest changes to our approach to ensure consistency & to support the city’s recovery from COVID-19 & other priorities such as climate change.
- Decisions requested on the following recommendations:
  - **Priority cohorts** - agree addition of Black, Asian and Minority Ethnic residents
  - **Priority actions** - agree focus on employment and training (including good employment) and local spend, and aligning Social Value Fund to new priorities
  - **Environment 10%** - agree to formalising its application following pilot phase
  - **Influencing** - agree to resume Anchors network, with a strategic focus on the above priority areas using the Our Manchester Forum as a key network
  - **Links into GM** - agree to not change the Council’s policy to match the GMCA Framework but to continue to liaise with their position
- The above changes reflect the city’s current priorities but will not be permanent & should be reviewed every 6 months.

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1. A decade of tangible benefits
2. Current approach, governance & Our Town Hall case study
3. Opportunities to maximise impact
4. Prioritisation of high impact interventions
5. Environmental weighting
6. Anchor institutions
7. Alignment with GMCA Framework
8. Strategic alignment
9. Summary of recommendations

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## 1. A decade of tangible benefits



### Economic impact in 2018/19

- £461m spend with top 300 suppliers - £322m Manchester based (69.9% up from 51.5% in 2008/09)
- 50.5% of spend with SMEs
- 561 apprentice opportunities created
- 1,579 jobs created by suppliers
- 7,730 opportunities created for hard to reach residents in GM

### Existing commitments:

- MCC has signed up to a number of national covenants and is a Living Wage employer. These commitments are embedded within the Council's approach to Social Value.





## 2. Current approach, governance & case study

- Focus on driving social value through procurement in all Directorates & Capital Programmes where MCC is the client.
- Commissioning services & officers responsible for driving social value from their own contracts. Some guidance & support is provided centrally.
- “Asks” will often be tailored to the commissioning service & the types of business likely to undertake a contract or deliver a service.
- The Work & Skills Team also apply a social value approach with developers & tier one contractors using a local labour condition via the planning process
- Recent review of governance leaving the following two groups:
  - **Social Value Governance Board:** Chair - Carol Culley. Attended by senior leaders and provides strategic leadership and oversight.
  - **Social Value Contractors and Commissioners Group:** Chair - Mark Leaver. Established to ensure a consistent organisational approach (nb the group previously chaired by Paul Marshall has been incorporated into this group)
- Reporting to Resources & Governance Scrutiny Committee with the Ethical Procurement & Contract Management sub group scrutinising in greater detail

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## Case study: Our Town Hall

- Achieving social value included as an objective for the project (not just a procurement outcome) & embedded from the start.
- Social value supported by senior leadership & the project management office
- Clear performance management framework, KPIs & incentivisation model
- A procurement process that considered social value in all (relevant) areas, not just the social value section, and encouraged the right behaviours and management as well as commitments against KPIs.



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### 3. Opportunities to maximise impact

- **Prioritisation of high impact ‘Manchester First’ interventions:** Response to COVID-19 must ensure that offers & interventions that will have the greatest impact on the city are prioritised.
- **Further promote social value (and in particular zero carbon aims)** in procurements through a minimum 30% social value weighting, including explicit weighting for environment.
- **Creating opportunities for our anchor institutions and major employers to follow the same approach:** Another way to add value would be by encouraging major employers in the city to take a similar approach & to connect them into activities within our own supply chain.
- **Creating better connections between contractors, suppliers & MCC:** At present individual organisations within our supply chains are generally siloed with no visibility of offers across the entire supply chain. This can result in missed opportunities to add value by connecting offers e.g. a work experience placement from one contract leading to employment on another.
- **Better management of demand for interventions:** At present there is no coordinated management of demand which can create an over-supply of certain types of offers, stifle innovation or result in offers that are well-meaning but ultimately not appropriate.

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### 4. Prioritisation of high impact ‘Manchester First’ interventions

#### A: Targeting social value effort towards those in the city with most to gain from it

##### Current policy

In 2017 Executive Members agreed a number of priority groups - groups that are relatively more disadvantaged than the population as a whole & where interventions could have the greatest impact:

- Children and young people, specifically: looked after children and care leavers; young people who are Not in Employment, Education or Training (NEET) or at risk of becoming NEET; and young people involved in or at risk of being involved in the criminal justice system;
- long-term unemployed with an underlying health condition or complex needs;
- disabled people;
- older people; and
- vulnerable adults overcoming a crisis or, domestic violence and abuse, rough sleepers.

##### Proposal

- Black and Ethnic Minority residents are added as an additional priority group.
- For all groups, there should be a focus on paid work within occupational areas with good post-COVID prospects and high quality training relevant to future job growth.

This follows economic research undertaken by *Think!* (presented to Executive on 29 July 2020), which stressed the need to focus on paid work within occupational areas with good post-COVID prospects & high quality training relevant to future job growth. Black, Asian and Minority Ethnic residents, young people, particularly those leaving full time education and the over-50s were all identified as being disproportionately affected by the economic impact of COVID-19:

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## 4. Prioritisation of high impact ‘Manchester First’ interventions

### B: Prioritise particular actions to support Manchester’s recovery

#### Current policy

At present, commissioners have freedom to choose priorities that are relevant to their service within the framework of the Our Manchester Strategy and the social value guidance and training made available to officers.

The same priorities are communicated to contractors / suppliers via the social value toolkit.

This means that the “ask” of contractors can be highly variable depending on what individual services or officers judge to be most appropriate; it can also end up stifling innovation.

There is also the SV Fund option. Further work is needed to release current funds (£205k) to priority areas.

#### Proposal

Focus actions, for the medium term, to meet the challenges presented by the economic impact of COVID-19:

- Maximise new job creation, increasing overall labour demand in the city, and ensure residents are supported into these opportunities.
- Support unemployed Manchester residents to re-enter work as quickly as possible - especially priority cohorts
- Support and strengthen organisations that make a positive contribution to Manchester and retain money in the local economy
- Support Manchester’s transition to a zero carbon city.
- Ensure ‘good employment’ (e.g. Living Wage) is centre to any opportunities
- Focus charitable giving on We Love MCR, Young Manchester and Big Change
- Facilitate donations of surplus food through the Food Response Team & Council’s website to ensure food can be distributed to those who need it & reduce food waste.
- Establish the required processes to make use of the Social Value fund and realign to the priorities

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## 5. Social Value and Environmental Weighting

#### Current approach

A minimum 20% social value weighting is applied to evaluation of tenders.

Recently introduced consistent questions specifically on the environment and zero carbon to all Invitation to Tenders.

Also trialed an additional 10% social value weighting (so total 30% weighting) specifically for environment action to help us reach the city’s zero carbon 2038 target. Findings were that it has a positive impact on contracts such as Highways and Construction but it could be more challenging on contracts with less scope for environmental benefits.

There is now an opportunity to formalise the additional 10% following the pilot period and a decision is required on whether to include for all contracts or whether it should be applied flexibly where most relevant.

#### Proposal

To follow a pathway moving, over time, to a 30% weighting to all contracts (i.e. 20% SV and 10% environment). The pathway approach will give initial flexibility on the percentage for the environment depending on the potential to deliver meaningful environmental benefits. As with any increases to a social value weighting, there are potential risks such as increased challenge from unsuccessful bidders or price / quality not receiving sufficient consideration. There are actions that can be taken to mitigate some of these, as will the flexibility that is built into the pathway approach (i.e. not moving to 30% across all contracts straight away).

In the longer term, the 10% environment weighting may ultimately be a temporary measure - over time, the aim is for zero carbon to be integral to specifications such that a dedicated weighting may not be needed.

To help identify the contracts to target a higher zero carbon weighting to, a task and finish group is currently categorising council contracts, as recorded in registers, by type (e.g. transport services, construction works, home-based care and support services) and will then overlay the known, or estimated, environmental impact of each category.

Officers are also looking at further mechanisms for monitoring delivery of environmental commitments.

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## 6. Anchor Institutions

### Current approach

Links to Family Poverty Strategy and Our Manchester Business Forum:

- Anchor institutions roundtable event March 2019 - asked to commit to priorities which would support young people to get the right careers support
- Inclusive growth breakfast session September 2019 - promoted best practice of embedding social value in procurement to a range of businesses, & identified areas for collaboration to ensure social value targets our residents most in need
- Further anchors event planned for spring 2020 but cancelled due to COVID-19

CLES and Social Value 2020: People Place and Planet Event Feb 2020:

- Annual social value event, with a focus on suppliers and buyers embedding social value, and how to use procurement to address zero carbon targets

Work with the construction sector:

- While not strictly "anchors", significant progress has been made with construction sector contractors where MCC is a client / major stakeholder but also via the planning process for private developments.

### Proposed approach

It is recommended that the work with anchor institutions across the organisation is better aligned going forwards, builds on the proposed priority cohorts and actions, and is scaled up where possible. This should be a major priority for the Our Manchester Forum.

Opportunity to run targeted social value pilot with anchors, with results to inform future Family Poverty work

Need to be mindful that many anchors now find themselves in economic difficulty so pilot needs to be focused on a sector that can deliver - propose pilot focuses on construction (and related sectors like facilities management) and enabling residents from priority cohorts and neighbourhoods (most deprived) to access employment opportunities

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## 7. GM Social Value Framework

- Proposed new framework replacing 2014 GM Social Value Policy in light of COVID-19, the GM Good Employment Charter and GM Co-operative Commission
- Build around six objectives; long-term plan with objectives, targets and metrics will be created for each:
  - Provide the best employment that you can
  - Keep the air clean in Greater Manchester
  - Create the employment & skills opportunities that we need to Build Back Better
  - Be part of a strong local community
  - Make your organisation greener
  - Develop a local GM-based and resilient supply chain
- GMCA to establish central website for Framework
- LAs expected to use to develop their own procurement & commissioning strategies

**Recommendation:** That the Council does not change our social value policy to match the new framework. Our policy already supports the GMCA framework but is more bespoke to Manchester's challenges. A statement demonstrating our strategic alignment with the GM Framework will be developed and published on the Council's website to provide clarity to partners & suppliers.

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## 8. Strategic Alignment

- A number of strategies and plans are currently in development or due for refresh in the next 18 - 24 months. Of particular note for social value are:
  - *Our Manchester Strategy 2016- 2025 reset* - overarching strategy for city so any work needs to seek to deliver its priorities (adopted by Full Council March 2021)
  - *Economic Growth Plan* - launch early October 2020
  - *Our Healthier Manchester Locality Plan* - refresh underway
  - *MCC Corporate Plan* - in line with corporate budget planning process 2021/22
  - *Work and Skills Strategy* - to be refreshed 2021 (following OMS)
  - *Family Poverty Strategy* - reprioritisation to consider COVID-19 over next 12 months; to be refreshed 2021 (following OMS)
  - *Children's Commissioning Strategy*
- Budget impact also important: need to understand SV impact of service reductions; Anchor institutions role even more important in context of reduced public sector budgets.
- Also need to consider alignment to work at GM level, including GM Spatial Framework and the renewed GM Strategy and updated GM Good Employment Charter
- Further details of alignment and timescales can be found [here](#)

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## 9. Summary of recommendations

- Decisions requested on following recommendations:
  - **Priority cohorts** - agree addition of Black, Asian and Minority Ethnic residents
  - **Priority actions** - agree focus on employment and training (including good employment); local spend; charitable giving; donation of surplus food and align the Social Value Fund to new priorities
  - **Environment 10%** - agree to increase weighting to 30% with flexible use of the environmental element depending on scope for environmental benefits
  - **Influencing** - agree to resume Anchors network, with a strategic focus on the above priority areas
  - **GM Framework** - agree to retaining a bespoke Manchester Social Value Policy but continuing to liaise closely with the GMCA's position
- Changes recognise Manchester's current position in relation to COVID-19 but will not be permanent and will be reviewed every 6 months.

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## Appendix Three

# Manchester City Council's Social Value Policy 2021

### Introduction

In Manchester, we encourage organisations to operate and provide goods and services in such a way that offers maximum social, environmental, and economic benefit to Manchester residents and communities.

As we rebuild our economy and society following the crisis caused by Covid-19, we will look to use social value to tackle the inequalities around us and make the things that we do, good, fair, and sustainable. We want to partner with organisations and suppliers that share our values, that look at the wider value they can offer to society, and that will contribute to Manchester's ambition to be zero-carbon by 2038.

We and our partners across Greater Manchester share the six overarching areas of focus for social value articulated in the refreshed 2020 [GMCA Social Value Framework](#), aimed at supporting a green, inclusive economic recovery for the city:

- *Create the employment and skills opportunities that we need to build back better*
- *Provide the best employment that you can*
- *Be part of a strong local community*
- *Develop a locally based and resilient supply chain*
- *Keep the air clean*
- *Make your organisation greener*

Since the Social Value Act was implemented in 2012, Manchester City Council has led in generating social value through procurement and also sought to deliver it through its own operations and its wider influence with organisations across the city.

Examples include:

- Steps the council takes to create employment opportunities for people from disadvantaged backgrounds.
- The setting of the zero-carbon ambition and accompanying programme which includes workstreams to reduce the council's own emissions and those of the supply chain to reduce its carbon footprint and make the council greener.
- Becoming a Real Living Wage accredited employer
- Signing up to the Care Leavers and Armed Forces covenants, along with similar initiatives, aimed at creating employment and other opportunities for people who are disadvantaged.
- Well established volunteering and charitable giving programmes, supporting Manchester communities.
- Social value commitments from developers in planning applications.
- Networks of organisations across the city that the council works with to help create value for the residents and communities of Manchester; and
- The council's procurement – the goods, services, and capital works that the council buys. The council has a well-established approach, developed over more than a decade, to driving social value through its supply chain.

Social value has become even more of a priority in light of the coronavirus pandemic and the economic and social impacts it has had on Manchester. Research shows that the impact has fallen particularly hard on certain groups. For example, the direct health impacts from coronavirus have been felt acutely, but by no means exclusively, by older residents and residents with underlying health conditions. But economically too, certain groups have been disproportionately affected. These include young people, especially those with low or no qualifications, who face significant barriers to a very challenging labour market, and Black, Asian, and Minority Ethnic populations.

### **Background**

The Public Services (Social Value) Act 2012 placed an obligation on local authorities and other public bodies to consider the social good and wider impact that could come from the procurement of services before they embark upon it. The effect of the Act has been to alter the commissioning and procurement processes by ensuring that councils give consideration of social value in all purchasing and disposal procedures. For over a decade Manchester City Council has been at the forefront of promoting social value within its supply chain, and the impacts of this have been externally assessed by the Centre for Local Economic Strategies.<sup>1</sup>

Over the years we have continually looked to refine and improve our approach, including most recently where we have tested new ways to evaluate environmental commitments in tenders. National procurement policy is also changing, pointing towards increased flexibility for authorities to commission for social value and use their buying power to support local recoveries.

### **Definition**

The concept of social value refers to this wider value to society that organisations can generate, i.e., value generated beyond the direct value that the organisation and its customers or end-users receive. An example is a company who has put in place environmentally friendly operations, which the customer does not *directly* benefit from, but society does (e.g., cleaner air). Another example is an organisation that looks to employ people from disadvantaged backgrounds, who face greater barriers to work. The organisation benefits from the skills and labour provided, but there is also additional value generated to society from having fewer people who may otherwise be out of work and the economic and social costs that come with that.

There is a technical definition that formally captures this concept from the UK Sustainable Procurement Taskforce:

*Social value is a process whereby organisations meet their needs for good, services, works and utilities in a way that achieves value for money on a whole life basis in terms of generating benefits not only to the organisation, but also to society and economy, whilst minimising damage to the environment.*

### **Why we are doing this**

Social Value has the potential to release millions of pounds of public money for community benefit and support the city's recovery. It encourages smarter spending to not only deliver a proposed service but also address social, economic, and environmental issues in the local community.



We want our policy to;

- Encourage a diverse range of suppliers to work with us, including the participation of small and medium sized enterprises (SME's) and 3rd sector organisations, and local suppliers in general.
- Promote fair employment practices: Ensuring workforce equality and diversity within supply chains.
- Offer a range of apprenticeship, training, and skills development opportunities as well as employment opportunities.
- Maximise opportunities for Manchester organisations to participate in the council's supply chains and encourage suppliers to make a social contribution to the local area.
- Ensure ethical sourcing practices, including compliance with UK, and international standards, promoting fair trade and fair pricing policies, tackling corruption, child/slave labour, blacklisting of union members and similar social issues.
- Promote greater environmental sustainability: Minimising waste and pollution, supporting carbon reduction initiatives, furthering energy efficiency and other sustainability programmes.

### **Our social value priorities**

**Greater social value can be achieved if we and our partners focus efforts that benefit people who are more likely than most to be at a disadvantage.** For example, we know care leavers or young people not in education, employment or training are more likely to find it harder to get the breaks in life that others may have. New employment opportunities for these groups reduces the risk of longer-term unemployment, adding value to Manchester overall, beyond the direct benefit to the individuals employed and to the employer.

As such, we particularly prioritise the following groups for actions aimed at creating social value (these are not in any priority order):

- Children and young people, specifically: looked after children and care leavers; young people who are Not in Employment, Education, or Training (NEET) or at risk of becoming NEET; and young people involved in or at risk of being involved in the criminal justice system.
- long-term unemployed with an underlying health condition or complex needs, including, the over 50s who have, on average, been hit harder economically by the Covid-pandemic.
- Promoting quality for Black, Asian and Ethnic Minority residents, who research shows have been disproportionately impacted by the Covid-pandemic.
- disabled people.
- older people; and
- vulnerable adults overcoming a crisis or, domestic violence and abuse, rough sleepers.

Across all groups, there should be a focus on paid work within occupational areas with good post-Covid prospects and high-quality training relevant to future job growth.

Priority actions are to:

- Maximise new job creation, increasing overall labour demand in the city, and ensure residents are supported into these opportunities.
- Support unemployed Manchester residents to re-enter work as quickly as possible - especially priority cohorts
- Support and strengthen organisations that make a positive contribution to Manchester and retain money in the local economy
- Support Manchester's transition to a zero-carbon city.
- Ensure 'good employment' (e.g., Living Wage) is centre to any opportunities
- Focus charitable giving on We Love MCR, Young Manchester and Big Change
- Facilitate donations of surplus food through the Food Response Team & Council's website to ensure food can be distributed to those who need it & reduce food waste.
- Establish the required processes to make use of the Social Value fund and realign to the recovery priorities

### **Our approach is to:**

- work with suppliers and markets to raise awareness and understanding of social value and, in particular the social value priorities for Manchester. This includes development of toolkits for suppliers, supplier engagement events and pre-procurement briefing events.
- work with council and partner staff to develop our own knowledge and understanding of social value and identify further opportunities to support the city's green and inclusive recovery through our supply chain.
- incorporate social value outcome objectives, aligned with the priorities described above, as a core part of specifications for contract opportunities that go through a tender or similar exercise. Specifications may focus on particular social value outcomes, for example, if certain outcomes are especially suited to the contract.
- provide an option for suppliers to make a cash contribution in lieu of offering 'Social Value in Kind,' where this is considered to be appropriate to the contract.
- emphasise to bidders our priorities for ethical working practices, including the priority the council places on suppliers paying staff at least the Real Living Wage.

### **Evaluation and Weightings**

We evaluate social value proposals in tenders as follows:

- Invitation to Tenders issued by Manchester City Council have dedicated questions on the social value outcomes the bidder will deliver, and how they will deliver and monitor this. Normally 20% of the score applied in tenders will be allocated to Social Value. Tenders include dedicated questions on how bidders will reduce their carbon emissions and become greener. There is an emphasis on seeking 'SMART'<sup>2</sup> commitments from bidders that can be tracked through contract monitoring.

- To reflect the Council's commitment to achieving zero carbon by 2038, all procurements will allocate an additional 10% of the evaluation score to a supplier's contribution to carbon reduction within their own operations. In limited circumstances where this is not considered practicable, this score may be revised for an individual tender.
- Social value commitments (including Key Performance Indicators) are recorded in Contract Award reports submitted for approval.
- Contract managers monitor delivery of social value as a core part of their contract monitoring.

### **Governance and Oversight**

A Social Value Governance Board, comprising senior officers, oversees the development and implementation of social value throughout the council. This is supported by a working level Social Value, Commissioning and Contracts Leads group, which aims to share and embed good practice.

Zero carbon has its own dedicated Programme, overseen by Members and senior officers.

Externally, the council will continue to work with external partners like the Centre for Local Economic Strategies to monitor progress and co-develop further social value innovations.

Officers will also further develop social value Key Performance Indicators, building on the experiences from departments like Highways, that use the national TOMS framework.

### **Review**

The Social Value Governance Board in collaboration with other Greater Manchester Authorities will review this policy in line with changes to procurement rules and future legislation and the currency of the priorities. Specifically, we will review the effectiveness of electronic tools for monitoring social value delivery, which are already in use in Highways and Capital Programmes and the potential to expand them to other areas.

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**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 17 March 2021

**Subject:** Young Manchester Review

**Report of:** Strategic Director of Neighbourhoods

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### **Summary**

This report provides a summary of the Young Manchester review which was undertaken during December 2020 to February 2021. The report sets out the findings from the review, considers the response and proposes several actions to build stronger and more effective arrangements going forward to improve the outcomes for Children and Young People. An alternative delivery model is proposed to be designed and developed, which seeks to:

- Build on the strengths and progress made by Young Manchester.
- Accelerate the achievement of the outcomes set out in the Youth Strategy.
- Reduce operational overheads and remove duplication to ensure more funding reaches grassroot organisations who are working directly with children & young people.
- Ensure a citywide youth advisory board works alongside the current Neighbourhood based youth partnerships to provide the sector with a stronger voice which advises the Council and informs commissioning practices, therefore increasing engagement from across the sector.
- Place data and insight at the centre of decision making.
- Provide more direct control to the Council over the deployment of its own resources.

It is proposed that the coming months will be utilised as a transitional period so that full consideration can be given to the development of the alternative model of delivery. Once the proposed new arrangements have been fully considered, it is proposed that the detail and full implications are presented back to the Executive in September for determination. During the transitional period it is proposed that sufficient resources continue to be made available to Young Manchester to ensure existing commitments to youth organisations can be met. Whilst significant changes are proposed in order to move away from the existing arrangement, the Council is seeking to take this opportunity to strengthen its direct engagement with all youth organisations going forward to ensure that the best outcomes for children and young people are realised.

### **Recommendations**

The Executive is recommended to:

1. To note the findings from the review and endorse the proposal to move towards an alternative delivery model, noting that a detailed proposal on the

revised model will be presented back to Executive in September 2021 for determination.

2. To note that the Deputy Chief Executive & City Treasurer and the Strategic Director of Neighbourhoods in consultation with the relevant Executive Member for Youth, will seek to agree the details of the grant agreement payment for 2021/22, following engagement with Young Manchester and that a Key Decision will be sought separately in this regard in the coming weeks. The interim grant agreement will be for the purposes of a) fulfilling the obligations of the current youth and play fund to providers; and b) the management and monitoring of the arrangements across the youth and play sector.

**Wards Affected:** All

**Environmental Impact Assessment** - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

Our Manchester Strategy outcomes	Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Through the city's varied youth offer, young people have opportunities and access to activities which contribute towards their personal, social and economic wellbeing. Developing and strengthening local partnerships to create opportunities for our young people to learn, be active and have fun in their free time.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Through the city's varied youth offer young people have opportunities to develop their life skills to succeed in education and employment, and have opportunities to increase aspirations, achieve and gain economic independence.  Young people have opportunities to develop key skills for life which include communication, problem solving, teamwork, self-belief, and self-management
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Young people have opportunities which enable them to think progressively and build resilience underpinned by the principles of equality and acceptance.  Young people have access to good quality youth and play provision within their

	neighbourhoods which encourages a sense of belonging, develops their identity and ensure their voices are heard.
A liveable and low carbon city: a destination of choice to live, visit, work	<p>Young people have opportunities to live, lead and enjoy safe, active, and healthy lives.</p> <p>Young people understand the impact they can make within their neighbourhoods, and the wider community</p>
A connected city: world class infrastructure and connectivity to drive growth	<p>Young people are listened to, valued and connected across their neighbourhoods and city.</p> <p>Young people inform continuous improvement and are involved in service design, delivery, and governance.</p> <p>Young people receive the support they need to participate, ensuring representation of the full diversity of local people, and those who may not otherwise have a voice</p>

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

The Council's 2020/21 budget for commissioned youth and play activity via Young Manchester is £1.44m per annum, and it is proposed that there is no overall budget reduction for commissioned youth and play activity in 2021/22, although this may require a change to how the activities are delivered and this will be reported back to Executive in September following the ongoing work to review the model. In the interim officers will work with Young Manchester to identify the level of resources required during the transition period to ensure existing commitments are able to be met.

### **Financial Consequences – Capital**

There are no immediate capital financial consequences arising as a result of these proposals.

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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.

- Children's Scrutiny Committee Report – January 8th 2019
- Children's Scrutiny Committee Report- November 6th 2019
- Valuing Young People's Strategy 2016-2019
- Our Manchester Youth Strategy 2019-2023



## **1.0 Introduction**

- 1.1 At the very core of Manchester's development, its continued success, and long-term prosperity are its young people. Manchester recognises that to be in the topflight of cities by 2025, young people are, and have to be, at the heart of this ambitious vision.
- 1.2 Our Manchester Youth Offer Strategy 2019-2023 is the City's multi-sector strategic framework jointly owned by Manchester City Council, its partners and stakeholders, all of whom are responsible for ensuring young people have access to a high-quality driven youth offer which addresses both universal and targeted needs, directly contributing to and enabling our children and young people to grow into responsible, independent and successful adults.
- 1.3 As a result of Manchester's participation in the Cabinet Office's Delivering Differently for Young People in 2014/2015, Manchester City Council agreed to support the development of an independent Youth and Play Trust that could enter into a financial agreement which would see them develop, coordinate, and manage the commissioning of youth and play services across Manchester on behalf of the Local Authority.
- 1.4 One of the main drivers for supporting the establishment of an independent Youth and Play trust (Young Manchester) was that, as an independent charity it could potentially attract additional investment into the City for young people's services in a way that the Local Authority could not. It was envisaged that this funding would be utilised to grow commissioned activity and enhance the statutory offer, which it should be noted is retained by the Council under duty 507B.
- 1.5 The City Council entered into a grant agreement with Young Manchester for the period of 2017-2020. This was extended for a further year in March 2020, however, following the initial three-year period, it was agreed that the Council would review the work of Young Manchester, in the context of the Council's agreement with the Charity. The review commenced in December 2020 and has focused on how Young Manchester has:
- leveraged additional funding to add value to the investment the Council is making.
  - progressed capacity building across the City.
  - championed the sector.
  - commissioned effectively against the Council's priorities.
- 1.6 The review involved extensive remote meetings, focus groups, a survey (which received 77 responses from the sector) and detailed scrutiny of budgets and relevant documentation. This work was facilitated by independent sector specialists.

## **2.0 Young Manchester**

- 2.1 Young Manchester is a charity that is striving to improve opportunities for all

children and young people across Manchester. Young Manchester aims to provide children and young people across the city with increased opportunities in all aspects of their life by commissioning projects that respond to their ever-changing needs.

2.2 Manchester City Council's grant agreement with Young Manchester has been live for the period; 1 July 2017 - 31 March 2021. The Council has worked as a strategic investment partner to shape the development of Young Manchester from its inception. The Council currently has 2 seats on the Board and there are regular meetings between the Head of Youth Strategy & the Director of Young Manchester to monitor progress.

2.3 As a result of Manchester City Council's investment into Young Manchester the Council expected to realise the following outcomes as a minimum:

- Young Manchester will sustain a Youth and Play commissioning programme across the city which ensures all young people have sufficient access to services that contribute to them leading Safe; Happy; Healthy and Successful lives.
- Young People have sufficient access to high quality universal Youth and Play services with funding being prioritised for areas of most need, identified through a robust needs' analysis using weighted funding formulas.
- The Council's investment is used as leverage to secure additional third-party investment which supports the sustainability of youth and play services across the City.
- Service users feel they have an active role in decision making processes to ensure services meet children and young people's needs.
- Robust monitoring processes are established to capture and provide quantitative and qualitative data and measure impact.
- Service users', parents/carers and professionals working with young people know what services are available to them in their local area and across the City or how and where to find this information.

### **3.0 Observations and Findings from the Review**

3.1 A number of observations from the review have been made and a summary of the key points are set out below. These inform the learning set out in section 4.

3.2 The policy decision by the Council to establish a youth and play trust was viewed as bold and an example of an 'enabling' Local Authority. Whilst the model attracts much support from Central Government, it is far from universally implemented in localities across the UK. In many respects Manchester has been a testbed for this relatively new way of working and therefore limited learning can be extracted from progress made on this agenda by other local authorities.

3.3 There is evidence to show that Young Manchester has helped to build capacity through networks and partnerships.

- 3.4 Young Manchester performed well in its first year to secure additional funding of £2.4m for play and youth work. However, it has not sustained this level of charitable funding and has struggled to attract new funding from local businesses. The Council has not seen the sustained financial returns it had envisaged through the creation of a Charitable Incorporated Organisation.
- 3.5 The charity has promoted the benefits of Young Manchester operating largely independently. They have not been sufficiently cognisant of the need to acknowledge the Council as their key funding and strategic partner nor fully aligned their activities with the needs of the Council as their commissioner.
- 3.6 The administration and operation of the commissioning processes across the various programmes have worked well. Young Manchester has become an effective model to distribute funds to the VCSE. Commissioning has, however, primarily, supported well-established organisations in the city.
- 3.7 Given its high level of investment, the Council has not been able to influence sufficiently Young Manchester's work and priorities in the way this was anticipated. The desire to see direct support to grassroots play and youth organisations, for example, has not been fulfilled.
- 3.8 There has been insufficient analysis by Young Manchester of impact and of where commissioning patterns need to change to meet Council priorities.
- 3.9 Young Manchester's capacity-building arrangements have impacted well on 'strategic and lead' organisations but not sufficiently on nurturing smaller organisations in the city or improving the quality of youth and play work.
- 3.10 The agreement between the Council and Young Manchester is too broad and performance management needs to be more robust. The grant agreement also does not provide the mechanism to enable the Council to take robust action if targets are not met.
- 3.11 Outdated data-capture systems have mitigated against effective joint monitoring.

#### **4.0 Learning from the Review**

- 4.1 The learning from the review is set out below. It is proposed that this is utilised to strengthen the Council's approach going forward.
- (i) Any revised arrangements should maintain and improve the progress Young Manchester has made. However, it is appropriate for the Council to consider whether the external funding imperative is an appropriate means of creating sustainability.
  - (ii) Contracting procedures should be strengthened to ensure the Council has measurable strength based KPIs in place which articulate the outputs and outcomes to be achieved. Performance measures must be accompanied by a consistent process for scrutiny, challenge and service

- development. Any revised agreement should establish income generation targets and make clear how under-performance will be managed.
- (iii) Improved data and monitoring system should be developed. Through robust contractual arrangements, the Council should ensure that data analysis is used effectively to influence commissioning priorities and to direct capacity-building work to achieve its priorities.
  - (iv) The Council should take forward plans to establish a Youth Board to oversee the implementation of the Youth Strategy, to fulfil the statutory duties for children and young people and to assert the Council as the lead for youth work and play work in the city.
  - (v) The Council should deploy the skills and expertise of the Council's own Youth Strategy & Engagement team to progress important priorities such as youth and play work practice development.
  - (vi) More regular and routine communication should be established between the Council and contractors to ensure that any concerns with performance or strategic direction are dealt with in a timely manner.
  - (vii) Whilst any Board representatives charged with having oversight of youth activity should be drawn from individuals who have appropriate skills and knowledge, the Council should consider an independent chair for these arrangements where appropriate.

## **5.0 Response to the Review**

- 5.1 Following full consideration of the learning in section 4 and in parallel with the completion of the review, officers have examined whether the external funding expectations of Young Manchester were realistic and achievable. Officers have also considered whether leveraging external funding will be an appropriate means of growing the commissioning fund and creating sustainability. This work has identified that there are limited examples throughout the UK of a local authority who has transferred its commissioning responsibilities to a Charity for youth activity and leveraged substantial additional resources to increase the support on offer for a sustained period. Whilst there are examples of funding being leveraged, much of this funding could have been achieved without the establishment of a charitable delivery vehicle, which it should be noted is expected to act independently in its decision making.
- 5.2 It is clear from the review and the work undertaken on reviewing other delivery models that leveraging additional external funding is unlikely to be substantially enhanced in the short to medium term by continuing to direct resources through a charitable arrangement. It is also apparent that this is not a strong or effective means of creating sustainability to grow the commissioning activity in order to build the sector. It is unlikely that this position will change over the next few years without a fundamental shift in policy and investment from Central Government or without stronger alignment to business / sponsorship investment. The availability of investment funds from businesses for charitable purposes will of course be impacted by the economic recovery from COVID-19, further challenging the ability to leverage.



- 5.3 The establishment of charitable vehicles for the delivery of some of the Council's priorities can be an effective means of leveraging additional funding beyond that which the Council could otherwise achieve. However, inevitably the Council can lose some level of influence and control over decision making, given the need for charities to act independently and follow its own Strategic Plan as determined by the trustees. This is further exacerbated if the Council's only other mechanism of influence over Council resources is through a grant funding arrangement, rather than a contract for the delivery of services.
- 5.4 Based on the expected outcomes identified in 2.3 and the links to the Our Manchester Youth Strategy, the information provided by the review has identified a disconnect between the Council and Young Manchester in the following areas:
- Alignment with the Our Manchester Youth Strategy - this is a City-wide strategy where the success depends on the participation and engagement of all partners. Whilst the strategy themes are referenced in the service specification there is no promotion of the strategy within the YM publication, website or documentation.
  - The availability of high-quality provision in all areas of the City – a robust impact measurement system, aligned with a strong qualification-based workforce development plan would ensure an increase in quality. Over this grant period Young Manchester have developed a programme focused on leaders in the sector, however, there has been a lack of level 2 & 3 qualifications, this opportunity was provided through the City Council's agreement with the Regional Youth Work Unit (Youth Focus NW). The review cites that there is insufficient focus on nurturing locally based universal provision in neighbourhoods.
  - Capacity Building – Funding is distributed using a weighted funding formula based on the Income Deprivation Affecting Children Index. The review cites that there are too few examples of support to neighbourhood projects to help develop core provision or essential youth and play work skills. In addition, grassroots and black-led organisations report that they feel disenfranchised from Young Manchester, with development grants issued without any support.
  - Youth voice – there is a need for more collaboration and a widening of engagement to ensure this area of work is representative of children and young people across the City. Youth Voice has been part of the agreement with Young Manchester since its formation, with Manchester Youth Council involved in the initial consultation of the development of the Trust. There has been a lack of alignment to Manchester Youth Council. The main focus has been its Young Ambassadors programme which the consultants cite as being “limited in scope and reach”. Focus group attendees commented several times that insufficient attention has been given to the voice of the most vulnerable. The consultants cite that “given its city-wide function, Young Manchester has not ‘set the bar’ high enough, nor is it providing examples of best practice for others to emulate”.
  - Promotion of the offer – this is a requirement of the Statutory Youth Duty and is a piece of work which needs to be strengthened and progressed.

The development of the website in partnership with Mcr Active has not been fully realised due to a lack of financial resource to continue the investment year on year. The City Council will now need to look at how this element of the Statutory Duty is fulfilled.

- 5.5 Officers have examined whether the benefits of the existing arrangements outweigh the loss of influence over the deployment of the Council's resources and the outcomes that result from the Council's investment. The outcome of this work has led officers to conclude the additional financial benefits of routing the Council's investment through a charitable vehicle will be limited over the next 2-3 years and that the lack of control and influence over the work of the Charity puts the Council at risk of not delivering the outcomes set out in the strategy and the requirement to build a meaningful youth offer. Given the contribution the Council is making to maintaining the existing arrangements, the lack of direct control and influence and the examples of not making enough meaningful progress against the outcomes, it is proposed that the delivery arrangements should be revisited.
- 5.6 Given the above conclusions, it is proposed that the Council should identify an alternative delivery model for this area of work. This should seek to:
- build on the strengths and progress made by Young Manchester.
  - accelerate the achievement of the outcomes set out in the Youth Strategy.
  - reduce operational overheads and remove any duplication to ensure more funding reaches grassroot organisations who are working directly with children & young people.
  - ensure a citywide youth advisory board works alongside the current Neighbourhood based youth partnerships to provide the sector with a stronger voice which advises the Council and informs commissioning practices, therefore increasing engagement from across the sector.
  - place data and insight at the centre of decision making; and
  - provide more direct control to the Council over the deployment of its own resources to ensure better outcomes are delivered.
- 5.7 In order to maintain progress, it is proposed that the Council enters into a transitional period to ensure no youth organisations are impacted by this decision other than the positive benefits, which will be derived from an alternative model of delivery. Therefore, subject to agreement with Young Manchester, it is proposed that the existing arrangements are extended to ensure a smooth transition to enable Young Manchester to continue to distribute funding to those organisations where commitments have already been made. This will ensure continuity of funding across the sector whilst the Council transitions to a new arrangement. The new arrangements will seek to build on the progress made in recent years, provide long term stability for the whole sector and to accelerate progress.
- 5.8 There will be an intensive focus over the next few months to consider the new model of delivery and the implications associated with implementing this. This will examine the advantages and disadvantages of the range of options from

In-house management to establishing a revised outsourced model, this will include examining the merits of a Non-Profit Distributing Organisation (NPDO), a Community Interest Company (CIC); a Local Authority Controlled Company (LACC); and a Joint Venture (JV) Company. This of course will be benchmarked against the Co-operative and Charitable Incorporated Organisation (CIO) model. In parallel, the Council will consider the advantages and disadvantages of any contracting method such as providing grant funding vis-a-vis entering into a contract for services.

- 5.9 The Council will engage with the National Youth Agency (NYA) and the Youth Focus North West (YFNW) to examine the key characteristics of a successful delivery model. This will consider best practice across the UK, which will be utilised to inform the development of the revised model. The Council will also involve and engage representatives from across the sector in Manchester, young people, elected members and Young Manchester to ensure the revised model takes account of the full spectrum of needs and expectations. Officers will consider the people, legal, financial and quality implications, which will inform the options appraisal before making a recommendation on the most appropriate management model. It is proposed that the detail and full implications are presented back to the Executive in September 2021 for determination.
- 5.10 The key milestones for the development of the alternative arrangements are as follows:
- Engagement with Young Manchester on the decision and development of transitional arrangements – March 31 2021.
  - Key Decision to award funding for 2021/22 financial year – March 31 2021.
  - Engagement with the whole sector on the plan in and to provide clear communication messages – March 31 2021.
  - Engagement with the NYA and YFNW to examine the key characteristics of a successful model – April 30 2021.
  - Engagement with Elected Members, Young Manchester, Young People to inform the design of the revised model - April 30 2021.
  - Development of the Options Appraisal and consideration of each option from a strategic, financial, legal, people and equality perspective – May – July 2021.
  - Conclude the preferred proposed model and progress relevant briefings to inform the development of the report for Scrutiny and Executive - August 2021.
  - Present findings and recommendations to Scrutiny and Executive for determination – September 2021.
- 5.11 In summary, the review has highlighted several areas of good progress, however, there has been significant learning for both the City Council and Young Manchester.
- 5.12 To ensure our ambition for children and young people is achieved and to fulfil the priorities set out in the Our Manchester Youth Strategy we are proposing

significant changes. In order to move away from the existing arrangement, the Council is seeking to take this opportunity to strengthen its direct engagement with all youth and play organisations moving forward to ensure that the best outcomes for children and young people are realised.

## **6.0 Key Policies and Considerations**

### **(a) Equal Opportunities**

Equality impact assessments will be carried out in relation to any changes and will be considered once an alternative delivery model is proposed for determination.

### **(b) Risk Management**

Risks have been considered in relation to the recommendations set out in this report.

### **(c) Legal Considerations**

These proposals will require a revised grant agreement to be drawn up between Manchester City Council and Young Manchester.



**Manchester City Council  
Report for Information**

**Report to:** Executive – 17 March 2021

**Subject:** The Manchester Civic Quarter Heat Network

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

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### Summary

The purpose of this report is to provide an update to Members on the progress that has been made to date in respect of the Civic Quarter Heat Network (CQHN) project and next steps. It also provides a position statement on the ongoing external assurance work that is to be completed before the project moves into the operational phase.

### Recommendations

The Executive is recommended to:

1. Note the progress that has been made to date.
  2. Note that the final Business Plan associated for the project is to be presented to Executive in June 2021 for approval.
  3. Endorse the previously agreed delegated authority to the Strategic Director (Development), the Deputy Chief Executive and City Treasurer, and the City Solicitor, in consultation with the Leader, Executive Member for the Environment and the Executive Member for Finance and Human Resources, to negotiate and finalise the terms of any remaining contractual and property arrangements necessary to give effect to the delivery of the project and proposals set out in the report.
  4. Delegate authority to the City Solicitor to enter into and complete all documents or agreements necessary to give effect to the recommendations in this report.
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**Wards Affected:** Deansgate

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

The Civic Quarter Heat Network will initially reduce the City's CO<sup>2</sup> emissions by over 1600 tonnes per year and will be in operation for 30 years. It will improve air quality in the city centre by reducing the emissions of oxides of nitrogen currently generated by unabated combustion plant (boilers).

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Investment into a Heat Network within the City Centre will help to reduce costs to businesses and improve their resilience to climate change.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The delivery of a series of Heat Networks within the City Centre should facilitate the creation of employment opportunities at a range of skill levels.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Work with the community sector to find ways of reaching communities to create a thriving active neighbourhoods.
A liveable and low carbon city: a destination of choice to live, visit, work	The delivery of Civic Quarter Heat Network within the City Centre will help improve the environmental quality and attractiveness of the city, reduce energy and resource costs for residents, and help create attractive places that residents and businesses will choose to locate to.
A connected city: world class infrastructure and connectivity to drive growth	Manchester's Civic Quarter is already consists of established transport links throughout; cycling lanes, metro link, bus corridor. Car Parking primarily located within Manchester Central. The CQHN will include provision for high performance fibre communications to be installed along its route.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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### **Financial Consequences – Revenue**

The companies established to operate the CQHN require working capital funding of £452k, to the end of June 2021, prior to the completion of the funding agreement, transfer of the assets and novation of the project agreement. These agreements will be completed following the finalisation of the updated Business Plan which will be subject to external assurance prior to its consideration by the Executive.

Once operational the CQHN is expected to provide long term savings to the Council through reduced costs of heating and lighting the buildings within the Civic Quarter, whilst also mitigating the uncertainty over price increases.

## Financial Consequences – Capital

The current approved capital budget for the project is £24m.

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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.

- Manchester City Council Climate Change Action Plan 2015/16 - 2017/18, Executive, 18 March 2015
- Civic Quarter Heat Network 'CEF Procurement Route' Proposal, Executive, 1st July 2015
- Capital Programme (Budget 2017/18 – 2021/22), Executive, 11 January 2017

- Civic Quarter Heat Network 'Preferred Bidder' Proposal, Executive, 8 March 2017
- Civic Quarter Heat Network 'SPV' Proposal, Executive, 10 January 2018
- Civic Quarter Heat Network, Executive, 21 March 2018



## **1.0 Introduction**

- 1.1 The purpose of this report is to provide an update to Members in relation to the progress that has been made towards completion of the Civic Quarter Heat Network (CQHN) project and the next steps required to move into the operational phase.
- 1.2 This report includes an update on the construction phase of the project, the development of the business plan for the companies that have been established to operate the network and the governance arrangements that will be in place to ensure effective oversight of the operations.

## **2.0 Background**

- 2.1 The Executive considered and approved the use of the “Carbon and Energy Fund” (CEF) Procurement Framework to procure a delivery partner to deliver the CQHN in July 2015. The Carbon and Energy Fund (CEF) provide project, procurement and management support together with the necessary technical, commercial and procurement experience within the City Council to deliver such a project.
- 2.2 Vital Energi, an experienced provider of sustainable and renewable energy schemes, were appointed to deliver the network under a Design, Build and Operate and Maintain (DBOM) contract signed on the 31 December 2018.
- 2.3 The project entails a low-carbon Energy Centre at Manchester Central Convention Complex incorporating combined heat and power (CHP) and boilers connected to a 2km district heating network. It connects several buildings, including Manchester Town Hall & Extension, Manchester Central Convention Centre, Central Library, Manchester Art Gallery, The Bridgewater Hall, and Heron House.
- 2.4 Heat created during electricity generation will be distributed through a highly efficient underground network of insulated pipes whilst the boilers will be used to “top up” the heat supplied by the CHP when required. The electrical power generated will be delivered to the majority of the buildings on the network via a private wire connection, surplus electricity is exported to the Electricity North West grid (ENW) and traded utilising a “sleeving” model. This will allow the CQHN to sell surplus power directly to customers that are not directly connected to the network.
- 2.5 Carbon emissions from the Council’s buildings account for 73% of its overall emissions, the buildings within the Civic Quarter are some of the most difficult to reduce the emissions from due to their historic nature and location and this project is a key component of reducing emissions for these buildings.
- 2.6 The project was forecast, in 2019, to reduce the Council’s direct carbon emissions by approximately 2,200 tonnes of CO<sup>2</sup> when fully operational with 1,600 tonnes being saved in the first year of operation in 2021. The actual

impact of the scheme may now be comparatively lower as decarbonisation of the energy sector has accelerated since the scheme was originally approved.

- 2.7 The options to reduce the carbon emissions of the project have already started to be considered. This may involve the introduction of ground source heat pumps into the project and / or the use of hydrogen within the fuel mix for the CHP engine. The consideration of these options will form part of the ongoing Business Plan for the CQHN.

### **3.0 Construction Update**

- 3.1 The energy centre and pipework was scheduled to be completed in January 2021. There have been a number of delays to various elements of the project due to the impact of Covid and delays within the supply chain for specific elements of the project.

- 3.2 The Energy Centre should have commenced commissioning on 15<sup>th</sup> January 2021 following the energisation of the new gas supply planned for that date. This has not happened due to the Covid issues outlined above and the need to conclude the position with the design/installation of the gas pipe within the energy centre compound. The contractual responsibility for the delivery of the gas connection rests with Vital Energi and their sub-contractor, Energy Assets Utilities (EAU) who are an experienced contractor delivering gas, electricity, and water networks in the UK's public and private sectors. Once all of the outstanding issues have been resolved the final connections to the buildings can be completed. Should this lead to a more substantial delay a full update will be provided to June Executive.

- 3.3 All other elements of the project are either complete or at as far an advanced stage as they can be pending commencing commissioning of the energy centre. There is a 16 week period following the commissioning of the energy centre until project completion.

### **4.0 Capital Budget Position**

- 4.1 The current approved budget for the project is £24m. In addition to this there is also a further £2m capital budget approved to provide additional capacity in the form of a second engine, if there is enough demand. Any drawdown of the additional funding will be subject to a further business case.

- 4.2 It is forecast that the project will be within budget. This will be confirmed once the position in relation to the gas connection is resolved and the final position will be reported to Members.

### **5.0 Operational Phase - Financial Modelling**

- 5.1 The original business case for the CQHN in 2018 was underpinned by a detailed financial model which KPMG were commissioned to deliver. This took the consumption data from the proposed off-takers, projected charges and

estimated contract, utility and financing costs to determine the cashflow position of the company.

- 5.2 The financial model was also used to determine the level of debt (loans from the Council) and equity (shares held by the Council) that the company could support from its forecast cashflows.
- 5.3 The overall return on investment for the Council over a 30-year period was calculated at 5.5% with a proposed debt/equity split of 85%/15%.
- 5.4 The financial model is a live model and updated as the underpinning assumptions change. In particular it has been updated to reflect:
  - The revised capital budget position.
  - Reduction in the interest rate on debt from 6% to 5% to reflect the current low borrowing costs.
  - Revised (increased) demand profile for the Town Hall and Heron House.
  - Assumed tariff inflation amended from an assumed 2% p.a. to a blended (50/50) increase based on CPI and the wholesale price of gas.
  - Electrical demand for the Art Gallery included based on 'sleeved' pricing as there is no direct electrical connection.
- 5.5 The cashflows for the company have also been updated based on revised heat and power rates that provide a discount of c.5% to the current market prices for the buildings connected. This assumes initial connections to the Town Hall Extension, Manchester Central Convention Centre, Central Library, Manchester Art Gallery, The Bridgewater Hall, and Heron House. It also assumes the connection to the Town Hall in 2024 and further, third party connections by 2024.
- 5.6 The initial connections account for c.55% of the useful heat and power output of the CHP engine. It is assumed within the financial model that by 2024 demand equates to 66.6% of the useful heat produced and 78.8% of power.
- 5.7 The business plan for the CQHN is targeting 70% and 84% respectively within the first 5 years of operation which would further improve the financial position of the CQHN beyond that forecast within the revised model.
- 5.8 The revised financial model reduces the overall return of the project to the Council. However, the project is still forecast to provide a return to the Council as well as repaying all of the original investment. The forecast project IRR is now 3.41% reflecting a 49%/51% debt /equity split with debt (principal repayments) forecast to start from 2024. Equity redemption is scheduled for March 2051, reflecting the long term nature of the investment.
- 5.9 The KPMG commission has also included tax and accounting advice. The impact on State Aid considerations has also been considered in relation to the change in the split of debt and equity and there is no adverse impact.

### Working Capital

- 5.10 A number of costs are beginning to be incurred by TradeCo in preparation for the commencement of commercial operations. The majority of these relate to energy (gas) costs in relation to the commissioning of the energy centre. Additional costs relate to the ongoing technical support that the project requires and the project management in relation to both the practical completion of the network and the subsequent connection to the Town Hall (August 2021).
- 5.11 The total value of these costs is estimated to be £452k prior to the sign off of the final business plan, completion of the funding agreement and novation of the contract.

### Due Diligence, Risks and Mitigation

- 5.12 The following due diligence has been carried out and is set out in more detail in the following sections of the report.
- KPMG have reviewed and updated the financial model and assumptions as the financial model underpins the ability of the company to repay the Councils investment. This has been set out in paragraph 5.8
  - The first task of the new company will be to establish a full business plan. A draft business plan has been produced and EY have been commissioned to provide assurance in relation to the content. This includes the financial model and assumptions. Further detail is set out in section 8 of the report.
  - Legal assurance has been obtained, – as per section 6 of the report
  - Lessons learnt from other Local Authority companies and Joint Ventures have been reflected in the governance arrangements as set out in section 7 of the report.
- 5.13 From this work the following have been identified as the main risks to the project alongside their mitigation are outlined below.
- 5.14 The main risk to the forecast financial model is a failure to make the forecast connections to the network within the first 5 years. This would result in the continued underutilisation of the CHP engine, reducing the revenues and make it unlikely that the company could commence repayment of the principal element of the debt financing.
- 5.15 The mitigation in this case would be to either delay the repayment of the principal elements of the debt and / or convert some, or all, of the debt to equity at a point in the future. This would be dependent on revised demand projections from buildings on or around the network.
- 5.16 The other potential risk would be legislative change in respect of the Climate Change Levy (CCL) which the heat and power produced by the CQHN is exempt from. This is currently mitigated within the draft off-take agreements



but may mean that the Council, and other customers, do not continue to receive a discount against current market prices.

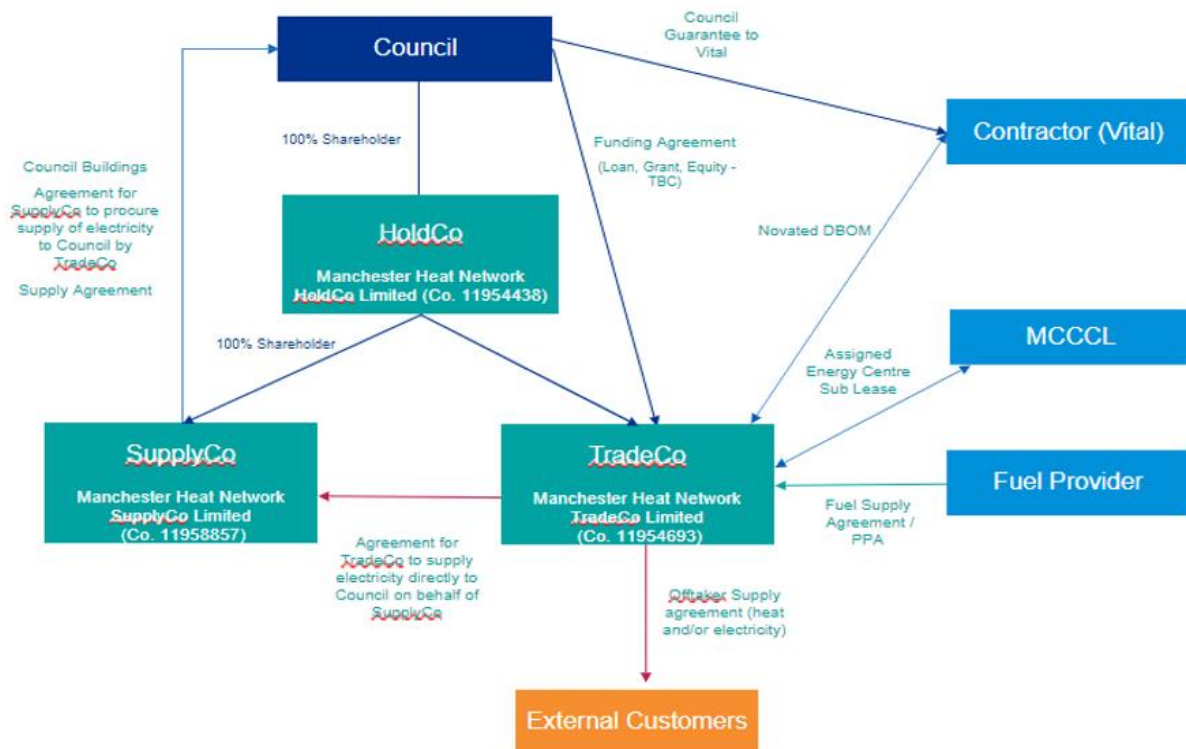
- 5.17 Further mitigation against unexpected costs or changes is through achieving optimal usage of the CHP engine. However, there are also a number of improvements to the model that could be achieved through variations to the pricing strategy.
- 5.18 The original business case stated there would be a reduction in the revenue costs to MCC in relation to the heat and power. This has been assumed (at 5%) within the current pricing strategy. This could be reduced to a more marginal level to increase revenues to the SPV.
- 5.19 Furthermore, the ongoing inflation on heat and power charges has been assumed to match the inflationary expenditure from production (unitary charge and the gas supply). However, consideration could also be given to price increases that track market rates for electricity.
- 5.20 These risks will be monitored through the reporting arrangements set out in section 7 of the report. This will include quarterly monitoring reports to the Council's Commercial Board incorporating the key performance indicators and the impact of any material variations from the base financial model on the financial position of the company.

## **6.0 Legal Assurance**

- 6.1 External advice for the project has been secured from a number of specialists. Browne Jacobson, legal advisers, have recently completed a comprehensive gateway report on all the legal advice and support which has been provided throughout the project to highlight any further areas where further information or considerations are required.
- 6.2 Their report confirms that the advice previously given in relation to matters such as SPV structure, procurement, vires, governance and regulatory issues remains valid. Following the UK's exit from the EU, Browne Jacobson are currently in the process of providing updated advice on the potential application of the state aid/subsidy control regime to the project, which will be particularly relevant when structuring the loan and equity funding arrangements from the Council to the company.
- 6.3 As set out elsewhere in this report, strong corporate governance arrangements will be required, both within the companies and in the Council and this will also be reflected in updated articles of association for the companies and within the funding documentation. The Council's internal legal team and external legal advisors are also providing support to document the novation of the Project Agreement from the Council to TradeCo.

## **7.0 Structure and Governance**

- 7.1 The Manchester Heat Network is structured as follows:



- 7.2 Given the recent range of reports which have been published regarding commercial activity undertaken by Council's across the country, it has been ensured particular attention is paid to the governance and decision-making framework for the SPV.
- 7.3 The Public Interest report on Nottingham's energy company, Robin Hood Energy, has been used as a frame of reference to ensure that all considerations highlighted in this report has been taken into account for both the board operation and reporting to Shareholder.
- 7.4 It must be noted that the aims and objectives of the CQHN are significantly different to both the Robin Hood Energy Company and the Bristol Energy Company, which have suffered significant failures. These energy companies attempted to compete in the highly competitive domestic provider market with a focus on providing affordable energy to resident, increasing environmental performance and providing a financial return. The Manchester Heat Network generates its own Heat and Power which it subsequently sells to a small number of directly connected buildings. These buildings, once connected, would incur a relatively high cost to move to an alternative energy provider and/or reinstatement of their own boiler plant. This results in a significantly reduced likelihood that the customer base will be eroded. The Network will not provide services directly to domestic customers, and as a result has both much lower overheads in respect of billing and customer service and a significantly reduced likelihood of bad debts and non-payment.

## Governance

- 7.5 The Governance arrangements in the Council and in the Company will be critical to the success of the Company.

At present, the Council Directors on the SPV are:

- Director of Commercial and Operations: HoldCo, TradeCo and SupplyCo
- Head of Corporate Estates and Facilities: HoldCo

- 7.6 To support the Council Directors on the SPV Boards, three Non-Executive Directors have been recruited, all of which have extensive careers in energy and commercial sectors. Further Directors will be identified from within the Council or partner organisations once the final business plan has been agreed. This will ensure that Directors with the necessary skills are appointed based on the expected development and evolution of the CQHN.

- 7.7 In order to underpin Board decision making, there has been a clear and comprehensive delegations matrix produced. The delegation matrix is attached at Appendix 1. This ensures there is absolute clarity on the level of autonomy and decision making each component of the SPV has and what must be referred back to the Shareholder. This will be reviewed on an annual basis to ensure that the responsibilities remain appropriate. The delegation matrix has previously been reviewed and supported by the Commercial Board.

- 7.8 Amendments are still to be made to the Articles of Association to reflect the delegations matrix given that model articles were originally adopted on SPV establishment. Browne Jacobson are to be commissioned to undertake this work on behalf of the SPV.

- 7.9 Performance monitoring by the Shareholder will be undertaken via quarterly updates from HoldCo to the Councils Commercial Board, with annual report being presented to the Executive. The report to the Executive will be set in the context of both company performance and contribution towards zero carbon. In addition, the business plan will be presented to the Council as Shareholder for annual approval.

## **8.0 Business Plan**

- 8.1 The business plan for the CQHN has been drafted based on the assumptions set out within this report. Due to the complex nature of the project external assurance has been commissioned from Ernst & Young (EY) using subject matter experts. The commission is in two phases; a gap analysis of the current draft of the plan, followed by an assurance review on the final content. The first phase is complete with the draft business plan being strengthened in the areas highlighted. It is to be noted that the findings of the gap analysis is mainly around the provision of further detail, rather than any fundamental issues.

- 8.2 The business plan will also consider the potential development of the network required to reduce the carbon emissions in line with the Council's overall zero carbon ambition. This will require future measures such as the introduction of ground source heat pumps and the use of alternative fuels, such as hydrogen for the engine.
- 8.3 It is proposed that the final business plan be presented to Executive in June 2021 following completion of the external assurance exercise by EY and approval by the Commercial Board.

## **9. Contributing to a Zero-Carbon City**

- 9.1 The CQHN will reduce CO<sup>2</sup> emissions and improve air quality.

## **10. Key Policies and Considerations**

### **(a) Equal Opportunities**

- 10.1 There is no impact on equal opportunities as a result of this decision.

### **(b) Risk Management**

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

### **(c) Legal Considerations**

- 10.3 The legal issues and considerations are addressed within the body of this report



**FINAL - AUGUST 2020**

**MANCHESTER CITY COUNCIL CQHN COMPANIES' DELEGATIONS MATRIX**

**This Delegations Matrix sets out the levels at which decisions are to be taken as between each of the three companies and the Council as ultimate shareholder.**

**Under the Articles of HoldCo, TradeCo, and SupplyCo, the companies will be subject to the Delegations Matrix.**

**Notes:**

1. This Delegations Matrix is to be reviewed annually at the respective annual general meetings (or equivalent) of both Holdco and TradeCo/SupplyCo, as part of which any proposed variations can be raised. In all cases the final decision on the Delegations Matrix shall, in the case of HoldCo rest with the Council (Commercial Board for endorsement and Chief Executive for formal approval) as ultimate shareholder, and with HoldCo in relation to its subsidiaries.
2. Holdco and TradeCo/SupplyCo Boards, and their Directors, shall in all cases consider whether a matter for decision may require reference to MCC, notwithstanding the delegations below. This may be due to the reputational or other potential impacts on MCC as shareholder or where the matter for decision is contrary to the Business Plan. This will include any matter for decision which may cause the Council to be in breach of, or otherwise act in contrary to, the terms of any agreement entered into by the Council with third parties relating to the CQHN.
3. Where in this Delegations Matrix reference is made to the "Business Plan" or equivalent lower tier plan, this shall mean an express reference in the Business Plan, to a course of action in some meaningful way related to the Activity in question.
4. A reference to the "Business" is to the activities of HoldCo, TradeCo and SupplyCo as set out in the Articles and/or Business Plan.
5. This Delegations Matrix may be supported by an Operating Protocol detailing lines of reporting and liaison, officer/member/director roles, and the like. This Protocol is not part of the Companies' formal constitutional documentation and may be amended from time to time.

	Activity	Shareholder (MCC)	HoldCo	TradeCo	SupplyCo
	<b>Corporate matters</b>				
1	Amending Articles	Decision	HoldCo may decide on TradeCo or SupplyCo Articles (unless engaging another "Activity" subject to MCC approval) Propose to MCC any changes to HoldCo Articles	Propose to HoldCo	Propose to HoldCo
2	Amending the Delegation Matrix	Decision	As between HoldCo and SupplyCo/TradeCo, HoldCo will decide amendments to the Matrix	Propose to HoldCo	Propose to HoldCo
3	Ceasing to carry on the Business or the carrying on of the Business on any materially reduced scale or the commencement of any new business not being ancillary or incidental to the Business. This applies in respect of any such decision at any tier (i.e. whether HoldCo, TradeCo, or SupplyCo).	Decision	HoldCo to recommend		
4	Making any petition or passing any resolution to wind up or making any application for an	Decision	HoldCo to recommend		

	administration or winding up order or any order having similar effect or giving notice of intention to appoint an administrator or file a notice of appointment of an administrator (save as expressly contemplated by the Articles or as required by Law). This applies in respect of any such decision at any tier (i.e. whether HoldCo, TradeCo, or SupplyCo).				
5	Acquiring, or investing in, another company or business or the incorporation of any Subsidiary (whether by HoldCo or by TradeCo or SupplyCo).	Decision	HoldCo to recommend		
6	Expanding, developing or evolving the business not as contemplated in the Business Plan.	Decision	HoldCo to recommend		
7	Entering into or participating in any joint venture, partnership or other profit-sharing arrangement with any person or making any amendment or variation to any such arrangement.	Decision	HoldCo to recommend		

8	Changing the name of the company	Consultation with The Leader and Chief Executive	Decision	Propose to HoldCo	Propose to HoldCo
9	Making any change in corporate structure to address legislative or regulatory requirements.	Decision	HoldCo to recommend		
	<b>Company Directors</b>				
10	Appointing or removing any director.	Decision	HoldCo to recommend		
	<b>Finance</b>				
11	Appointment of and making any change to Auditors or accounting reference date.		Decision	Propose to HoldCo	Propose to HoldCo
12	Changing accounting and reporting policies (otherwise than as recommended by the Auditors to comply with generally accepted accounting standards).	Decision if impacts MCC accounting treatment	Decision unless impacting on MCC accounting treatment	Propose to HoldCo	Propose to HoldCo
13	Approval of statutory accounts.	Approval of HoldCo A/Cs	Approval of TradeCo and SupplyCo A/Cs		
14	Declaring or paying any distribution in respect of profits, assets or reserves or in any other way reducing the reserves of the company.		Decision for all companies	Propose to HoldCo	Propose to HoldCo
15	Writing off debts.	Decision	HoldCo to recommend	Propose to HoldCo	Propose to HoldCo



16	Making any agreement with any revenue authorities or any other taxing authority or making a claim, disclaimer, election or consent of a material nature for tax purposes in relation to any of the Companies or their business, assets and/or undertaking.		Decision for all companies	Propose to HoldCo	Propose to HoldCo
17	Creating any borrowings or other indebtedness or obligation in the nature of borrowings (including obligations pursuant to any debenture, bond, note, loan stock or other security and obligations pursuant to finance leases) except as specifically provided for in the annual budget for the relevant Accounting Period.	Decision	Holdco to recommend		
18	Requests for drawdown of funding from MCC or HoldCo.	MCC decision where funding to be drawn down from the Council	Decision to request for all companies where being drawn down from MCC. HoldCo decision where funding to be drawn down from HoldCo.	Propose to HoldCo	Propose to HoldCo
19	Creating any encumbrance (or allowing one to subsist) over all or any part of the	Decision	HoldCo to recommend	Propose to HoldCo	Propose to HoldCo

	business, undertaking, property or assets of any of the companies.				
20	HoldCo, TradeCo or SupplyCo giving any guarantee, indemnity or security in respect of the obligations of any other person.	Decision	HoldCo to recommend	Propose to HoldCo	Propose to HoldCo
21	Amalgamating, merging, consolidating, selling, transferring or entering into a lease or licence which, in any case, materially alters, or in any other way disposes of, all or a substantial part of the business, undertaking, property or assets of any of the Companies, whether by a single transaction or series of transactions related or not.	Decision	HoldCo to recommend	Propose to HoldCo	Propose to HoldCo
<b>Business Plans</b>					
22	Approval and adoption of the Business Plan.	Decision of initial Business Plan, delegating responsibility to HoldCo thereafter	Holdco to recommend for initial Business Plan, then HoldCo makes the decisions from the end of first year of trading		
23	Undertaking activities outside the scope of the Business Plan.	Decision	Holdco to recommend		

24	Approval and adoption of an Operating Plan, Operating Protocol or equivalent.		Decision for all companies	Propose to HoldCo	Propose to HoldCo
	<b>Operational</b>				
25	Quarterly Reporting inc. risk management, operating and financial performance	Review	HoldCo to submit to MCC		
26	Monthly Reporting inc. risk management, operating and financial performance		Review	TradeCo to submit to Holdco	SupplyCo to submit to Holdco
27	Adopting and varying the Procurement Policy or any other operational policies	Decision for initial Procurement Policy, with variations delegated to HoldCo	Decision for all companies	Propose to HoldCo	Propose to HoldCo
28	Procurement of works, services and supplies, contracting and/or entering into a commitment to contract expenditure - in each case within the parameters of Business Plans.	Decision on contracts over £250,000 and approval of waivers over £50,000	Decision on contracts under £250,000 and approval of waivers under £50,000	Propose to HoldCo	Propose to HoldCo
29	The variation/extension of any agreements with Vital or CEF. (Unless expressly provided for in the Business Plan)		Decision	TradeCo to recommend	N/A
30	The entering into, or variation/extension of, any off-take agreements, supply agreements (including for		Decision	TradeCo to recommend	SupplyCo to recommend if relevant to its business.

	electricity, gas, water), or equivalent agreements. (Unless expressly provided for in the Business Plan)				
31	The variation/extension of any other contracts for works/services/supplies (Unless expressly provided for in the Business Plan).		Decision - Approval where proposed value of the variation / extension is an increase of over £50,000. In the case of cost savings / reductions and increased / additional income, the threshold is unlimited.	Decision - Approval where proposed value of the variation / extension is an increase of up to £50,000. In the case of cost savings / reductions and increased / additional income, the threshold is unlimited.	Decision - Approval where proposed value of the variation / extension is an increase of up to £50,000. In the case of cost savings / reductions and increased / additional income, the threshold is unlimited.
32	The variation/extension of any customer supply contracts. (Unless expressly provided for in the Business Plan)		Decision - Approval where proposed value of the variation / extension is an increase of over £50,000. In the case of cost savings / reductions and increased / additional income, the threshold is unlimited.	Decision - Approval where proposed value of the variation / extension is an increase of up to £50,000. In the case of cost savings / reductions and increased / additional income,	Decision - Approval where proposed value of the variation / extension is an increase of up to £50,000. In the case of cost savings / reductions and increased / additional income,



				the threshold is unlimited.	the threshold is unlimited.
33	Where not covered in a previous line item, entering into any contract, liability or commitment (or series of connected contracts, liabilities or commitments) unless expressly provided for in the Business Plan approved by the Council.	Decision on contracts over £250,000 and approval of waivers over £50,000	Decision on contracts under £250,000 and approval of waivers under £50,000	Propose to HoldCo	Propose to HoldCo
34	Terminating any agreements which are material to the business.		Decision for all companies	Propose to HoldCo	Propose to HoldCo
35	Appointing any employee with an annual salary in excess of £50,000 p.a.	Decision for all companies	HoldCo to recommend		
	<b>Claims and proceedings</b>				
36	The initiation, conduct (including defence), settlement or abandoning of any claim, litigation, arbitration or other proceedings with an estimated quantum (excluding interest and costs) in excess of £50,000 except in any case in relation to:	Decision for all companies if above the stated threshold	Decision for all companies if below the stated threshold	Propose to HoldCo	Propose to HoldCo

	<ul style="list-style-type: none"> <li>debt collection in the ordinary course of the Business not exceeding the sum of £50,000 for any single claim; or</li> <li>any Related Claim.</li> </ul> <p>For these purposes the estimated quantum is the value of the claim and not the legal or other costs.</p>				
	<b>Land</b>				
37	In the ordinary course of business under the Business Plan, entering into deeds in respect of properties (easements, wayleave, consents or other impact on title).		Decision	Decision	Decision
38	Acquiring, disposing or agreeing to acquire or dispose of any asset, any interest in any asset (including the exercise of an option) or any other land or buildings.	Decision	HoldCo to recommend	Propose to HoldCo	Propose to HoldCo
39	Agreeing or carrying out the sale of any property.	Decision	HoldCo to recommend	Propose to HoldCo	Propose to HoldCo
	<b>General</b>				
40	Any other matters not covered in this Delegation Matrix.		Decision for all companies	Propose to HoldCo	Propose to HoldCo

41	The making of any donation.	Decision for all companies	Propose to MCC in all cases	Propose to HoldCo	Propose to HoldCo
42	Making any press, etc. announcements or releases of whatever nature.	Decision for all companies where the nature of the press, etc. announcement or release would cause material impact for MCC or be likely to	Decision subject to proviso	Decision subject to proviso	Decision subject to proviso
43	Entry into confidentiality agreements.		Decision for all companies where that agreement would have adverse impact on the carrying out of the Business Plan	Decision subject to proviso	Decision subject to proviso

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