



Executive

Date: Wednesday, 16 March 2022

Time: 2.00 pm

Venue: Council Chamber, Level 2, Town Hall Extension

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

Access to the Public Gallery

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Filming and broadcast of the meeting

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

Membership of the Executive

Councillors

Craig (Chair), Akbar, Bridges, Midgley, Rahman, Rawlins and White

Membership of the Consultative Panel

Councillors

Butt, Karney, M Sharif Mahamed, Ilyas, Leech and Taylor

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 16 February 2022. 5 - 34
- 4. Manchester Living Safely With Covid Plan** **All Wards**
Report of the Director of Public Health attached 35 - 80
- 5. Our Manchester Progress Update** **All Wards**
Report of the Chief Executive attached 81 - 90
- 6. Capital Programme Update** **All Wards**
Report of the Deputy Chief Executive and City Treasurer attached 91 - 104
- 7. Manchester Sensory Support Service Commission** **All Wards**
Report of the Strategic Director of Children and Education Services attached 105 - 116
- 8. Funding care providers to enable the Real Living Wage for the care workforce** **All Wards**
Report of the Executive Director Adult Social Services and Deputy Chief Executive and City Treasurer attached 117 - 128
- 9. Better Care Fund Section 75 2022/23** **All Wards**
Report of the Deputy Chief Executive & City Treasurer and City Solicitor attached 129 - 134
- 10. Victoria North: Collyhurst Phase 1 - The Proposed City of Manchester (Thornton Street North, Collyhurst Village) Compulsory Purchase Order 2022.** **Harpurhey**
Report of the Strategic Director (Growth & Development) attached 135 - 192

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| 11. Lease to Great Places Housing Association, land at Downley Drive, New Islington
Report of the Strategic Director (Growth & Development) attached | Ancoats and Beswick
193 - 204 |
| 12. Lease to RFL for new Beswick Hub facility
Report of the Strategic Director (Growth & Development) attached | Ancoats and Beswick
205 – 218 |
| 13. HS2 Phase 2b Western Leg - Environmental Statement Consultation & hybrid Bill Petitioning Response
Report of the Strategic Director (Growth & Development) attached | Ancoats and Beswick;
Ardwick;
Baguley;
Burnage;
Didsbury East;
Didsbury West;
Fallowfield;
Levenshulme;
Northenden;
Piccadilly;
Rusholme;
Woodhouse Park
219 – 316 |
| 14. Outcomes of the public realm consultation on development and public realm strategy for the Back of Ancoats
Report of the Strategic Director (Growth and Development) attached | Ancoats and Beswick
317 - 332 |

Information about the Executive

The Executive is made up of 8 Councillors: the Leader and two Deputy Leaders of the Council and 4 Executive Members with responsibility for: Children's Services; Environment; Housing and Employment; and Neighbourhoods. The Leader of the Council chairs the meetings of the Executive

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

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

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

Joanne Roney OBE
Chief Executive
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Manchester, M60 2LA

Further Information

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

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Executive

Minutes of the meeting held on Wednesday, 16 February 2022

Present: Councillor Craig (Chair)

Councillors: Akbar, Bridges, Midgley, Rahman, Rawlins, White, Butt, M Sharif Mahamed, Ilyas and Taylor

Also present as Members of the Standing Consultative Panel:

Councillors: Akbar, Bridges, Midgley, Rahman, Rawlins, White, Butt, M Sharif Mahamed, Ilyas and Taylor

Apologies: Councillor Karney

Exe/22/12 Minutes

Decision

The Executive approved as a correct record the minutes of the meeting on 19 January 2022.

Exe/22/13 COVID19 updates - Population Health and Economic Recovery

The Executive considered a report of the Director of Public Health and the Director of City Centre Growth and Infrastructure, which provided an update on the COVID-19 situation within the city and the progress that was being made with the city's economic recovery.

The Deputy Leader (Adult Care and Health) advised that infection rates within the city were now 357 per 100,000 of the population and in terms of infection rates. The infection rate amongst the over 60's was 241 per 100,000, placing Manchester 6th across Greater Manchester. These reductions were welcome although there was still a high number of people in hospital with Covid and there were still pressures on the health and care system which would continue to be a challenge over the year.

The vaccination programme continued to be rolled out, with the Evergreen offer and pop up clinics continuing to be provided at various venues across the city and schools/colleges.

In light of recent government discussions, the Council would be producing a local plan on "living safely with Covid", which would set out the local approach for the next year.

In relation to the city's economic recovery, the Director of City Centre Growth and Infrastructure reported that recent ONS data had identified that poorer households suffered greater impacts of inflation primarily from increased housing costs. These impacts would increase further on the back of energy price rises in April 2022. It was also reported that increases in pay were not keeping pace with the increase in

inflation and post tax income was forecasted to fall by 2% after taking account cost of living rises which represented the biggest fall in take home pay since 1990.

On a positive note, the recovery of the city's economy continued to be strong with a forecasted growth of 3% up to 2025, driven by key growth sectors and there was strong demand for office space within the city, with over 1m square foot of office space let in 2021.

Decisions

The Executive:-

- (1) Note the update.
- (2) Agree to stop receiving this monthly update and instead receive updates when required as determined by the Leader and Deputy Leader (Adult Care and Health)

Exe/22/14 Our Manchester progress update report

The Executive considered a report of the Chief Executive which provided an update on key areas of progress against the Our Manchester Strategy – Forward to 2025 which reset Manchester's priorities for the next five years to ensure the Council could still achieve the city's ambition set out in the Our Manchester Strategy 2016 – 2025.

The Leader reported on the recent announcement by the Department for Digital, Culture, Media and Sport (DCMS) for the creation of a new hub on Marble Street, Manchester. Manchester was also already home to a number of national sports governing bodies and DCMS' new Manchester presence would further cement the city's role as a sporting capital.

On behalf of the Executive Member for Environment, the Leader also reported that the Council's climate change plan had been rated one of the strongest of any local authority by campaigning organisation Climate Emergency UK. Their analysis put the Council's Climate Change Action Plan third best out of 409 UK local authorities – the highest placed metropolitan council – with a score of 87% against an average score across all local authorities was 46%. This reflected the scale and ambition that Manchester had in leading the way in taking action to address climate change within the city.

The Executive Member for Children's Services reported that the Council had been accepted onto UNICEF's Child Friendly Cities and Communities programme. This was the first step on a journey which was set to culminate in two or three years time with the official award of Child Friendly status.

The goal was that Child Friendly status would reflect the permanent legacy of the Council's Our Year campaign which aimed to create an array of activities, opportunities and experiences for the city's children and young people and help make Manchester one of the best places for young people to grow up in.

The Executive Member for Housing and Employment reported on the official launch of This City, a wholly Council-owned housing development company created to accelerate the number of new homes available to Manchester people. Schemes developed by This City would focus on high quality, low carbon homes and deliver a mix of accessible rent and market properties. The first development site had been unveiled as Rodney Street in Ancoats. It would consist of 128 apartments and town houses – 30% of which would be for accessible rent. Wates Construction had been appointed as lead contractor. It was also reported that all future This City developments would include a minimum of 20% of homes available at an accessible rent.

He also reported that Dahlia House, a new ‘with care’ social housing development for older people had been completed in Burnage and was preparing to accept new tenants. The £8m development, which had transformed a brownfield former industrial laundry site into 56 age-friendly apartments for social rent for people over 55, had been delivered as part of Southway Housing Trust’s partnership with the Council to provide much-needed social housing ‘with care’ in the city.

Decision

The Executive note the update.

Exe/22/15 Revenue Budget Monitoring Update

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which outlined the projected outturn position for 2021/22, based on expenditure and income activity as at the end of December 2021 and future projections.

The Leader advised that the current budget monitoring forecast was estimating an underspend of £1.170m for 2021/22, based on activity to date and projected trends in income and expenditure, and includes the financial implications of COVID 19, government funding confirmed to date and other changes.

In relation to the delivery of the £40.717m of savings identified as part of the budget process the majority were on track for delivery. However, £2.482m (6%) of these were considered high risk and were unlikely to be delivered in this financial year and a further £5.287m (13%) were medium risk, in terms of the likelihood of delivery. Officers were working to ensure all savings are achieved or mitigated.

The report set out the following virements that had been applied in relation to COVID 19 and other virements between directorates as well as COVID 19 related grants received:-

COVID 19 related virements:-

- £131k virement from Coroners;
- £200k from Homelessness; and
- £350k virement from HR/OD.

These adjustments brought the 2021/22 transfer to smoothing reserve to £10.590m.

Other virements between directorates included:-

- £2.124m ICT budget centralisation to enable better analysis over the whole spend on IT Hardware, Phones and Printing

COVID 19 related Grants (where the Council was acting as principal and were added to Directorate budgets):-

- £1.805m – Workforce recruitment and retention fund;
- £666k – COVID Adult Social Care Omicron Support Fund;
- £185k – Community Vaccine champions programme;
- £0.729m – Protect and vaccinate;
- £0.689m – Homeless prevention grant top up; and
- £0.999m – Additional Restriction Grant Omicron (ARGO).

COVID 19 related Grants (where the Council was principal for the discretionary element of the funding and as agent for the remainder):-

- Test and Trace Support Payments (October - December), for adults who were self-isolating. £254k added to Directorate budgets, and £169k treated as agency as the council was acting on behalf of government and has no discretion over the use of funds.
- New Burdens 4 restart and ARG grant schemes, £85k added to the directorate budgets and £97k treated as agency to help meet the costs of delivering the Restart Grant Scheme and the ARG Top Ups from 14 October 2020 to the end of March 22.

COVID 19 related Grants (where the Council was agent for the fund):-

- £6.090m – Business Support - Omicron Hospitality and Leisure grant;
- £23.993m – COVID Additional Relief Fund (CARF); and
- £91.515m – Section 31 extended retail relief.

Since the Period 6 Revenue Monitoring report there had been additional non COVID-19 grant notifications which are now reflected in the revised budget as Follows:-

- £1.456m – Afghanistan Resettlement Education Grant;
- £3.870m. – Holiday activities and food programme 2022; and
- £200k – delivery of the Serious Violence Action Plan

Approval was also sought on the following allocations from corporate budgets:-

- Home to school transport - £120k to address the implications of the increases in fuel costs are now starting to impact on the provision of the Home to School Transport service;
- Unitary Charge Inflation – Street Lighting, £59k to address higher inflation (RPIX), lower interest earned on reserves and increased spend to save recharges than were assumed in the original model; and

- Biffa pay award, £556k to cover the estimated pay award, increase to the contract price and retention of HGV drivers

Taking into account the forecast financial implications of COVID 19, confirmed and anticipated government funding and any other known budget changes the budget forecast was an underspend of £1.170m for 2021/22. There remained significant uncertainties and risks to the position as COVID 19 restrictions eased, these were being monitored closely.

Whilst the position for 2021/22 and 2022/23 looked manageable, the financial position from 2023/24 was much more challenging. The Medium-Term Financial Strategy elsewhere on the agenda set out the financial context for ensuring future financial sustainability.

Decisions

The Executive:-

- (1) Note the forecast outturn position which is showing a £1.170m underspend.
- (2) Approve the proposed revenue budget virements (set out in paragraphs. 2.4 to 2.8).
- (3) Approve additional COVID 19 grants to be reflected in the budget (set out in paragraphs 2.9 to 2.14).
- (4) Approve the use of other unbudgeted external grant funding (non COVID 19) (set out in paragraph. 2.15).
- (5) Approve the allocation of budgets from corporate inflation (set out in paragraph 2.16).

Exe/22/16 Capital Programme Budget Monitoring 2021/22

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which informed of the progress against the delivery of the 2021/22 capital programme to the end of December 2021, the latest forecast of capital expenditure and the major variances since the Capital Programme Monitoring report submitted in September 2021 and the proposed financing of capital expenditure for 2021/22 and affordability of the Capital Programme.

The Leader commented that the revised capital budget sat at £502.2m, with a further £652.8m budgeted to be spent across 2022-2025, taking total Council led capital investment in the city to £1,155.0m.

The latest forecasted expenditure for 2021/22 for Manchester City Council was £328.2m compared to the current approved budget of £502.2m. Spend as of 31 December 2021 was £173.3m. It was reported that the programme was subject to continual review to establish whether the forecast remained achievable.

Whilst the intention was for the Council to progress the programme as stated, some projects and their sources of funding might require re-profiling into future years. The total approved programme was forecasted to be £1,139.1m over the next four years.

Decision

The Executive note the report.

Exe/22/17 2022/23 Budget Overview and Section 25 Report

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which sets the strategic and financial context which supported the 2022/23 Budget.

A Medium-Term Financial Strategy report to Executive in February 2021 included a three-year budget forecast, indicating an annual shortfall in the region of £40m a year from 2022/23. This was based on assumptions of a flat government settlement and cost pressures including inflationary increases and demography.

As reported to Executive on 17 January 2022, the settlement was at the positive end of expectations. It provided additional unringfenced funding, increased Social Care Grant and additional one-off resources through the continuation of New Homes Bonus. The additional funding announced, alongside the proposed savings and mitigations of £7.7m previously proposed would enable a balanced budget to be delivered in 2022/23.

The Medium-Term Financial Plan and Capital Strategy had been updated to reflect the 2022/23 budget position including the current and anticipated financial impacts of the COVID-19 pandemic.

The report went on to set out the strategic and statutory context for setting the budget, which included:-

- The Our Manchester Strategy;
- Progress to date on delivering the Our Manchester Strategy, building on the recent State of the City analysis;
- The Corporate Plan;
- A summary of the financial position and context;
- The required statutory assessment of the robustness of the proposed budget and adequacy of proposed reserves;
- Other fiduciary and statutory duties; and
- Financial Governance.

Decision

The Executive note the Medium Term Financial Strategy 2022/23 and 024/25

Exe/22/18 Medium Term Financial Plan and 2022/23 Revenue Budget

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which set out the budget proposals for 2022/23 based on the outcome of the Final

Local Government Finance Settlement, which had been released on 7 February 2022.

The budget report considered at the 17 November 2021 meeting of Executive set out the funding proposals for unavoidable cost pressures to cover the rising costs of inflation and specific service pressures that had been identified, resulting in £7.7m of efficiency measures required to deliver a balanced budget. Of these measures £4,017m relates to new savings proposed, these were listed at Appendix 1 of the report. A further £3.716m related to the following mitigations:

- The Adult Social care budget had been adjusted by £2m for the overestimated impact of the pandemic on care home places. There remained £9.3m to meet the estimated costs of ongoing COVID-19 related demand.
- Homelessness - It was not expected that the planned £1.7m per annum demand increase that was originally budgeted for 2022/23 would be required and this had now been removed from the budget assumptions, although the position would be kept under review. To manage risk in this area a £1.5m homelessness contingency reserve remained as well as the £7m which was added to the initial 2021/22 budget to reflect the additional impact of COVID-19 on demand for homelessness services, in anticipation of the impact of the removal of the universal credit uplift and the tenant eviction ban ending.

Whilst the Provisional Finance Settlement was at the positive end of expectations and enabled a balanced budget to be proposed, the funding for local government was 'front loaded' with all the funding announced as part of the spending review being received in 2022/23 with no further increases in line with inflation or demographic pressures for the following two years. This put further pressure on 2023/24 and 2024/25 financial years and significant budget cuts would need to be delivered over the Spending Review period to set a balanced budget:-

Impact of settlement announcements on budget gap			
	2022/23	2023/24	2024/25
	£,000	£,000	£,000
Forecast Shortfall / (surplus) reported to Executive 17 November 21	(60)	57,139	78,204
Net Changes following settlement	(479)	(16,209)	(16,607)
Application of additional smoothing		(4,076)	(4,000)
Revised forecast Shortfall / (surplus) to Executive 17 January 22	(539)	36,854	57,597

The report to 17 January 2022 Executive set out that the funding announced for 2022/23 made available £12m to fund additional pressures, emerging risks and new priorities, and that, in line with the previously agreed approach, this was used across a three-year period. In addition, the draft budget position reflected a tighter estimated

financial position and included £7.8m efficiencies and funding for unavoidable and specific budget pressures only. The following reflected these pressures, resident priorities and those in the updated Corporate Plan:-

Summary of proposed Investments			
	Total 22/23	Total 23/24	Total 24/25
	£'000	£'000	£'000
Improving basic services and street cleaning	700	1,700	1,700
Investment in Youth Provision	500	500	500
Zero Carbon investment	800	800	800
Neighbourhood Priorities	700	700	700
Support to Residents	700	700	700
Preventing Violence Against Women and Girls	200	200	200
Talent & Diversity Team	200	200	200
Contribution to GMCA for new protect duty	20	20	20
Total proposed investments	3,820	4,820	4,820

In addition to the investment proposals set out above there were a number of other changes to be reflected in the final budget position:-

Proposed changes since Executive meeting on 17 January 2022			
	2022/23	2023/24	2024/25
	£'000	£'000	£'000
Forecast Shortfall / (surplus) reported to Executive 17 January 22	(539)	36,854	57,597
Remove unallocated investment funding	(4,000)	(4,000)	(4,000)
Add total proposed investments	3,820	4,820	4,820
Collection Fund Key Decisions	(4,131)	(760)	(518)
Increase inflation contingency	700	700	700
Revisions to Airport reserve use	4,494	(717)	(918)

Other changes	(344)	(116)	(134)
Total proposed changes	539	(73)	(50)
Current Position	0	36,782	57,547

The report explained that the Council's net revenue budget was 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

The table below summarised the Medium-Term budget position after the impact of the settlement announcements, Collection Fund decisions and a full review of all the resources available and expenditure commitments.

Summary budget position				
	Revised 2021/22	2022/23	2023/24	2024/25
	£'000	£'000	£'000	£'000
Resources Available				
Business Rates Related Funding	260,465	235,553	323,847	341,840
Council Tax	176,857	208,965	206,620	217,197
Grants and other External Funding	120,243	104,533	87,374	85,374
Use of Reserves	184,667	141,548	31,510	16,491
Total Resources Available	742,232	690,599	649,351	660,902
Resources Required				
<i>Corporate Costs:</i>				
Levies / Statutory Charge	66,580	67,871	69,862	74,500
Contingency	600	1,060	860	860
Capital Financing	39,507	39,507	39,507	39,507
Transfer to Reserves	117,594	24,638	0	0
<i>Sub Total Corporate Costs</i>	<i>224,281</i>	<i>133,076</i>	<i>110,229</i>	<i>114,867</i>
<i>Directorate Costs:</i>				
Additional Allowances and other pension costs	8,316	7,316	7,316	7,316

Insurance Costs	2,004	2,004	2,004	2,004
Inflationary Pressures and budgets to be allocated	4,551	28,212	37,656	51,808
Directorate Budgets	503,080	519,991	528,928	542,454
<i>Subtotal Directorate Costs</i>	<i>517,951</i>	<i>557,523</i>	<i>575,904</i>	<i>603,582</i>
Total Resources Required	742,232	690,599	686,133	718,449
Shortfall / (surplus)	0	0	36,782	57,547

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 was that the Council would apply a 1.99% Council Tax increase in the basic amount, and a further 1% increase to provide extra funding for Adult Social Care, equating to a 2.99% Council Tax increase overall.

The assumption for the Council Tax collection rate had been increased from 94.5% to 95.5% in 2022/23 increasing forecast income by £1.9m. By 2023/24 collection was assumed to be back at the usual pre-pandemic level of 96.5%.

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.

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.

Non Ring-Fenced Grants and Contributions				
	Revised 2021/22	2022/23	2023/24	2024/25
	£'000	£'000	£'000	£'000

COVID-19 related unringfenced grants	32,419	0	0	0
Better Care Fund (Improved)	30,815	31,748	31,748	31,748
Children's and Adult's Social Care Grant	23,877	31,924	31,924	31,924
Market Sustainability and Fair Cost of Care Fund	0	1,800	1,800	1,800
2022/23 Services Grant	0	12,324	12,324	12,324
Settlement Risk	0	0	(6,000)	(8,000)
Lower tier services grant	1,236	1,328	0	0
New Homes Bonus Grant	8,330	9,857	0	0
Loan Income	14,901	6,913	6,913	6,913
Contribution from MHCC	4,000	4,000	4,000	4,000
Education Services Grant	1,200	1,200	1,200	1,200
Housing Benefit Admin Subsidy	2,514	2,514	2,514	2,514
Council Tax Support Admin Subsidy	856	856	856	856
Care Act Grant - Prison only from 16/17	95	95	95	95
Total Non Ring-fenced Grants	120,243	104,559	87,374	85,374

The report also examined the use of resources and the proposed revenue expenditure by the Council in 2022/23. The forecast of levy payments the Council would have to make to other authorities in 2022/23 was:-

Levy Payments and Payment to GMCA				
	Revised 2021 / 22	2022 / 23	2023 / 24	2024 / 25
	£'000	£'000	£'000	£'000
GMCA - Waste Disposal Authority*	28,731	29,956	31,747	32,704
Transport Levy	37,525	37,573	37,773	37,973
Statutory Charge to GMCA	0	0	0	3,481

Environment Agency	230	248	248	248
Port Health	78	84	84	84
Probation (residuary charge for debt)	7	7	7	7
Magistrates (Residual debt)	9	3	3	3
Net Cost of Levies	66,580	67,871	69,862	74,500

The waste disposal levy was paid over to Greater Manchester Combined Authority (GMCA) and this contributed towards their costs of funding Greater Manchester Waste Disposal Authority (GMWDA). Based on figures provided by GMCA the 2021/22 levy costs were to increase by £1.225m, due to changes in costs, recycling rates and market prices for recyclates and energy. The budget had been uplifted to reflect the increased costs. The final amount would be confirmed following the meeting of the GMCA on 11 February 2022. As such, a contingency provision of £1.69m was being proposed, which included:-

- £0.6m as an unallocated contingency to meet future unforeseen expenses. This was deemed to be reasonable amount and should be considered in conjunction with the Council's policy on reserves.
- £460k in relation to risks associated with the waste levy, the estimated tonnages submitted to inform the levy were based on 7% above pre-COVID levels. Any increase above this would result in the council being liable for a higher charge.

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. For 2022/23 the forecast breakdown included:-

- Interest costs of £31.3m;
- Minimum Revenue Provision (MRP) of £33.0m, 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 £0.2m, and
- Contributions to the Capital Fund Reserve of £25.9m

Specific transfers to reserves totalling £13.545m in 2020/21 and £24.638m in 2021/22 were also proposed

Allowances of £8.316m 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 £4,551 for 2022/23, broken down into:-

Inflationary pressures and budgets to be allocated				
	Revised 2021/22	2022/23	2023/24	2024/25
	£'000	£'000	£'000	£'000
Non Pay Inflation	0	10,804	14,235	18,235
Sales Fees & Charges Inflation	0	(2,000)	(2,000)	(2,000)
Electricity Inflation	0	7,200	5,500	5,500
Pay Inflation	3,302	10,929	18,611	26,531
Pension Contribution Increase 1% estimate	0	0	0	2,200
Apprentice Levy (0.5%)	999	1,029	1,060	1,092
Digital City work	250	250	250	250
Total	4,551	28,212	37,656	51,808
Year on year Impact	(1,544)	23,661	9,444	14,152

The report explained that the Council held 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 and the planned use of reserves in 2022/23 to support revenue expenditure was as follows:-

Use of reserves supporting the revenue budget				
	2021/22	2022/23	2023/24	2024/25
	£'000	£'000	£'000	£'000
Reserves directly supporting the council wide revenue budget:				
Business Rates Reserve	155,632	109,609	7,036	0
Budget smoothing reserve	11,266	0	15,590	7,481
Bus Lane (supporting Transport Levy)	5,092	4,092	4,092	4,092

Capital Fund - Supporting the revenue budget	7,763			
General Fund		2,970	0	0
Airport Dividend Reserve	4,913	24,851	4,792	4,918
Sub Total	184,666	141,522	31,510	16,491
Reserves directly supporting directorate budgets				
Adult Social Care	3,350	9,834	4,815	0
Children's Social Care	7,446	2,095	0	0
Anti Social Behaviour Team	540	0	0	0
Our Manchester Reserve	1,654	1,403	0	0
Sub Total	12,990	13,332	4,815	0
Bus Lane and Parking reserves	4,650	5,091	4,400	4,400
Other Statutory Reserves	197	197	197	197
Balances Held for PFI's	84	368	191	251
Reserves held to smooth risk / assurance:				
Transformation Reserve	333	333	335	1
Other Reserves held to smooth risk / assurance	4,077	11,195	24,939	1,549
Reserves held to support capital schemes:				
Capital Fund	13,826	20,000	29,886	20,000
Investment Reserve	906	1,463	1,876	1,504
Manchester International Festival Reserve	1,060	1,107	1,154	1,204
Eastlands Reserve	5,173	5,118	4,389	2,550
Enterprise zone reserve	1,061	1,061	1,061	668
Reserves held to support growth and reform:				
Better Care Reserve	5,682	9,295	0	0
Town Hall Reserve	2,383	2,330	3,699	3,984

Other Reserves to support growth and reform	639	221	30	0
Grants and Contributions used to meet commitments over more than one year	32,152	1,493	1,825	0
Small Specific Reserves	1,070	566	766	288
School Reserves	6,920	0	0	0
	277,870	214,692	111,073	53,087

Where reserves were used to support the Council's overall budget position or corporate expenditure such as levies, these were shown gross as part of the Resources required. The use of these reserves totalled £141.5m in 2022/23 (or £31.9m after the impact of the S31 grants carried forward in reserves to offset the deficit in 2021/22 is considered).

No new Airport Dividend from the Manchester Airport Group was being budgeted for in 2022/23. The reserve balance from previous years receipts was £44m at the start of 2021/22 and it was proposed that this was used over five years, to partly mitigate the loss of dividend income.

The proposals for the Directorates' cash limit budgets were detailed in the Directorate Budgets 2022/23 reports that were also being considered at the meeting (Minute Exe/22/19 to 22/23 below). The overall position was:

Directorate budgets				
	2021 / 22		2022 / 23	
	Net Budget	Gross Budget	Net Budget	Gross Budget
	£'000	£'000	£'000	£'000
Children Services	118,701	151,932	129,020	162,251
Adults Services	219,031	225,562	227,094	233,625
Corporate Core	82,895	331,348	84,535	332,988
Neighbourhoods (Incl. Highways)	91,486	227,880	89,094	225,488
Growth and Development	(9,033)	38,737	(9,752)	38,018
Total	503,080	975,459	519,991	992,370

The budget assumptions that underpinned 2022/23 to 2024/25 included the commitments made as part of the 2021/22 budget process to fund ongoing demand pressures, as well as provision to meet other known pressures and investments.

Whilst this contributed to the scale of the budget gap it was important that a realistic budget is budget set which reflects ongoing cost and demand pressures.

Although a balanced budget could be delivered for 2022/23, the future financial position remained challenging, and the resilience of the Council had been reduced by the need to use its reserves to support the budget position. The focus going forward would be on identifying savings and mitigations to keep the Council on a sustainable financial footing. It was proposed that budget cuts and savings of £60m over the next three years would be developed for member consideration and £30m of risk-based reserves had been identified as available to manage risk and timing differences.

Decisions

The Executive:-

- (1) Note that the financial position has been based on the final Local Government Finance Settlement announced on 7 February together with any further announcements at that date.
- (2) Note the anticipated financial position for the Council for the period of 2022/23 which is based on all proposals being agreed.
- (3) Note the resources available are utilised to support the financial position to best effect, including use of reserves and prior years dividends; consideration of the updated Council Tax and Business Rates position; the financing of capital investment, and the availability and application of grants.
- (4) Note that the Capital Strategy and Budget 2022/23 to 2024/25 have been presented alongside this report (Minute Exe/22/25 below).
- (5) Note the Deputy Chief Executive and City Treasurer's review of the robustness of the estimates and the adequacy of the reserves.
- (6) Recommend to Council to approve, as elements of the budget for 2022/23:
 - an increase in the basic amount of Council Tax (i.e., the Council's element of Council Tax) by 1.99% and Adult Social Care precept increase of 1%;
 - the contingency sum of £1.060m;
 - corporate budget requirements to cover levies/charges of £67.853m, capital financing costs of £39.507m, additional allowances and other pension costs of £7.316m and insurance costs of £2.004m;
 - the inflationary pressures and budgets to be allocated in the sum of £23.661m; and delegate the final allocations to the Deputy Chief Executive and City Treasurer in consultation with the Executive Leader;
 - the estimated utilisation of £9.183m in 2022/23 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 within the District; and

- the planned use of, and movement in, reserves after any changes are required to account for final levies etc.
- (7) Approve the gross and net Directorate cash limits.
- (8) Approve the in-principal contribution to the Adults aligned budget subject to the extension of the S75 Agreement which will be considered by Executive in March 2022.
- (9) Delegate authority to the Deputy Chief Executive and City Treasurer and Chief Executive in consultation with 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 (Appendix 3).
- (10) 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. In addition, reference must be made to the recently announced £150 rebate scheme on the 2022/23 Council Tax demand notice, and in the accompanying council tax leaflet, in line with Government regulations.
- (11) Recommend that Council approve and adopt the budget for 2022/23.

Exe/22/19 Children and Education Services Budget 2022/23

The report of the Strategic Director for Children's and Education Services explained how the budget proposals for the Directorate had been developed.

The 2021/22 budget process saw the Council develop savings and efficiency plans of over £48m over the three years to 2023/24. Overall, savings of £12.359m for the Children and Education Services directorate were agreed, and had mostly been achieved.

Appended to the report were details of the initial revenue budget changes proposed by officers and the planned capital budget and pipeline priorities as well as information on the 2022/23 Dedicated Schools Grant.

The net impact of the changes had resulted in proposed budget increases of £10.319m in 2022/23, a further £3.666m in 2023/24 and additional £2.319m 2024/25. It was also proposed to invest a further £500k into youth provision. The planned use of this funding would be developed with the purpose of strengthening youth provision in every ward and to ensure the ongoing operation of the Woodhouse Park active lifestyle Centre

It was noted that the report had also been considered at a recent meeting of the Children and Young People Scrutiny Committee where the committee had endorsed the budget proposals (Minute CYP/22/07)

Decision

The Executive approve the Directorate budget proposals as set out in the report.

Exe/22/20 Health and Social Care - Adult Social Care and Population Health Budget 2022/23

The report of the Executive Director for Adult Social Services and Director of Public Health explained how the budget proposals for the Directorate had been developed.

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 2022/23 were set out, as were the savings proposals where such had been possible:-

It was reported that the finance settlement included the following changes and increased the funding available for adults social care by £11.306m.

- The Council's spending power included the assumption that the 1% social care precept would be raised. A 1% increase would generate c£1.9m. This combined with, improvements to Council Tax collection rates and an increase in the tax base due to new house building growth, meant that this increased the amount attributable to the ASC precept to a total increase of £3.259m; and
- The additional £1.6bn of national funding included £8.047m for social care and the costs for the 1.25% national insurance increase

In addition, direct funding of £2.7m had been received and would be passed on directly to the Adults Social Care budget as follows:-

- £0.9m for inflation on the Better Care fund; and
- £1.8m via the 'social care levy' to fund the fair cost of care and associated preparatory work

Once the one off capacity funding of £2.690m from 2021/22 was removed, there would be a net increase in external funding of £11.438m.

In addition there was a small increase in the overall core funding allocated to the Adults and Social Care budget to mainly cover the cost of the National Insurance increase.

It was reported that £10.656m of investment had also been identified to cover the inflation and pay award costs of £5.516m and £5.5m of system support towards the Better Outcomes Better Lives (BOBL) programme, which was partially offset by the removal of the one off capacity funding of £2.690m, which had been removed from the 2022/23 budget. This brought the total additional investment into the aligned budget to £21.095m, before the BOBL and vacancy factor savings of £9.386m were removed, giving a net increase to the Adults and Social Care budgets of £11.709m.

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/22/09).

Decisions

The Executive:-

- (1) Approve the Directorate budget proposals as set out in the report.
- (2) Note the aspiration for the Council to ensure that all care contracts pay their staff the Real Living Wage and to use the opportunity of the market sustainability review to help deliver on this

Exe/22/21 Neighbourhoods Directorate Budget 2022/23

The report of the Strategic Director (Neighbourhoods) explained how the budget proposals for the Directorate had been developed.

The 2021/22 budget process saw the Council develop savings and efficiency plans of over £48m over the three years to 2023/24. Overall, savings of £6.683m had been identified for 2021/22 within the Neighbourhoods Directorate and most of these were on track to be achieved. A further £493k savings had been profiled for 2022/23.

Appended to the report were details of the initial revenue budget changes proposed by officers and the planned capital budget and pipeline priorities.

In addition, and as part of the 2021/22 budget setting process, ongoing demographic funding for Homelessness had been included for 2022/23 at £1.7m, increasing to £6.7m by 2024/25. In addition, a further £7m was added to the initial 2021/22 budget to reflect the additional impact of covid-19 on demand for homelessness services. Whilst the £7m had been utilised, this had been in response to the pandemic and action taken in 2021/22. It was expected that the changes to the service and additional government grant funding around the rough sleeper initiative (yet to be allocated to Councils) would mean that the budget would be sufficient for 2022/23, and that demand reductions and therefore budget reductions would be possible in future years.

It was therefore not expected that the further planned £1.7m per annum increase that was originally budgeted for 2022/23 would be required and this had now been removed from the budget assumptions, although the position will be kept under review. To manage risk in this area a £1.5m homelessness contingency reserve was proposed.

The Directorate Budget had also been considered at a recent meeting of the Communities and Equalities Scrutiny Committee (Minute CESC/22/09), and also at a meeting of the Environment and Climate Change Scrutiny Committee (Minute ECCSC/22/07).

The Executive noted that at the Environment and Climate Change Scrutiny Committee, the following amendment had been proposed:-

- That a Capital Budget of £1m be established for the Executive Member for Environment, with this budget specifically used to support work and initiatives to tackle air pollution across the city. This budget could be funded by levying a Section 106 charge of £1000 for all new build homes for sale in Manchester (excluding social housing and a reduced charge for affordable housing).

It was also noted that the Committee had recommended that funding be provided to permanently fund the Climate Change Officer posts.

Decisions

The Executive:-

- (1) Approve the Directorate budget proposals as set out in the report.
- (2) Recommend Council agree that funding be provided to permanently fund the Climate Change Officer posts.
- (3) Supports the intention of the proposed amendment and requests that Officers set out within the report for Resources and Governance Budget Scrutiny how part of the £192m directed towards tackling climate change is proposed to be spent on improving air quality.

Exe/22/22 Growth and Development Directorate Budget 2022/23

The report of the Strategic Director (Growth and Development) explained how the budget proposals for the Directorate had been developed.

The 2021/22 budget process saw the Council develop savings and efficiency plans of over £48m over the three years to 2023/24. Overall, savings of £1.408m related to the Growth and Development Directorate had been identified and of these £1.108m were on track to be achieved. The only exception was the £393k savings from holding/deleting Planning and Building control vacancies.

It was explained that whilst the service redesign was expected to be completed in the first quarter of 2022, it would take time to implement the changes and recruit to all the posts. To allow for service delivery, and succession planning it was necessary to amend the structure and invest in some areas, therefore it was anticipated that ongoing savings of c£150k would be realised from reduced staffing costs across planning and building control. This would require alternative savings of £243k to be identified and delivered in 2022/23. To allow the Strategic Director time to review service options it was planned that the ongoing savings requirement of £243k would be managed through a combination of staff savings from vacant posts while posts were recruited to and income in 2022/23 whilst longer term ongoing options were developed.

Appended to the report were details of the initial revenue budget changes proposed by officers, the impact of which would result in a proposed net budget for 2022/23 of (£9.752m), and the planned capital budget and pipeline priorities.

It was noted that the report had also been considered at a recent meeting of the Economy Scrutiny Committee where the committee had endorsed the budget proposals (Minute ESC/22/06)

Decision

The Executive approve the budget proposals as detailed in the report.

Exe/22/23 Corporate Core Budget 2022/23

The report of the Deputy Chief Executive and City Treasurer and City Solicitor explained how the budget proposals for the Directorate had been developed.

The 2021/22 budget process saw the Council develop savings and efficiency plans of over £48m over the three years to 2023/24. This included budget cuts of £7.187m in the Corporate Core with £6.635m to be delivered in 2021/22 and the remaining £1.153m in 2022/23.

In addition to the £1.153m already approved savings, the report detailed further proposed changes to the 2022/23 budget, which resulted in a total saving for the Corporate Core of £1.636m.

In addition to the Corporate Core, the report provided details of budget proposals in regards to both Operational Property and Facilities Management Service that transferred in from the Growth and Development Directorate during 2021/22.. As part of the £48m savings over the three years 2021/22 - 2023/24, £5.935m related to Commercial and Operations activities, with £5.76m included as part of the 2021/22 budget. Due to the majority of these being through traded services, there had been adverse implications from COVID, and the following savings have not been achieved in 2021/22: -

- £4.1m income from car parks due to ongoing restrictions and reduced numbers of individuals working in the City Centre; and
- £225k advertising income from the proposed screen in Piccadilly Garden.

As part of the 2021/22 budget, additional support was provided to allow for reduced income due to COVID. Operations and Commissioning received one off budget support of £3.136m to support the reduction in car parking income This was one off support in 2021/22 and has been removed in 2022/23.

It was also reported that to support the opening of The Factory the following agreements are being put in place between the operator, MIF, and the Council

- a ten-year funding agreement which started in 2020/21 for £1.5m per annum incorporating the funding support that was previously provided to MIF;

- a grant agreement, to be met from the Council's existing MIF reserve (and reimbursed when fund raising was received) to assist the Factory Trust with its fundraising costs; and
- the establishment of a sinking fund with each partner making an annual contribution of £252k per annum in relation to the lease, with the Council acting as corporate landlord

It was noted that the report had also been considered at a recent meeting of the Resources and Governance Scrutiny Committee where the committee had endorsed the budget proposals (Minute RGSC/22/08)

Decisions

The Executive:-

- (1) Approve the budget proposals as detailed in the report.
- (2) Note the development of the funding agreement between the Council and MIF as set out in Appendix 1.
- (3) Support the initial underwriting of the Factory Trust fundraising costs by way of a grant agreement, to be met from the Council's existing MIF reserve and reimbursed when fund raising is received, and delegate to the Deputy Chief Executive and City Treasurer and City Solicitor to finalise the grant agreement, including any conditions for drawdown and repayment.
- (4) Approve lease arrangements to the MIF with delegation to finalise the details to the Deputy Chief Executive and City Treasurer and City Solicitor.
- (5) Agree to continue the support to families to provide free school meals for the 2022 Easter Holiday at £15 per pupil per week. funded in line with the arrangements set out in Appendix 1 of the report.
- (6) Note the Chancellors announcement on the proposal for a £150 council tax rebate for all band A-D properties.
- (7) Delegate to the Deputy Chief Executive and City Treasurer in consultation with the Leader of the Council the finalising the detail of the administration of the council tax 'rebate' £150 payment.
- (8) Delegate to the Deputy Chief Executive and City Treasurer in consultation with the Leader of the Council responsibility for designing and implementing the discretionary support scheme.

Exe/22/24 Housing Revenue Account 2022/23 to 2024/25

A joint report by the Strategic Director (Growth and Development), the Strategic Director (Neighbourhoods) and the Deputy Chief Executive and City Treasurer presented the proposed budget for the Housing Revenue Account (HRA) for 2022/23 and indicative budgets for 2023/24 and 2024/25.

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.

The HRA Budget Position for 2021/22, which as of December 2021, was forecasting that net expenditure would be £11.621m lower than budget, linked to delays in capital projects. Although the expenditure was lower than originally forecast, it was still more than the annual income and the forecast in-year deficit of £5.073m would be drawn down from the HRA reserve. The main reasons for in year changes were detailed in the report.

Government guidance allowed Local Authorities to increase rents by a maximum of CPI plus 1% for the five-year period 2020/21 to 2024/25. The CPI rate used was based on the September figure in the preceding year, and as at September 2021 CPI was 3.1% and therefore this report sought approval to increase tenants' rents for all properties by 4.1% from April 2021.

In light of the current economic climate and the potential impact the proposed 4.1% rent increase might have on the most vulnerable tenants it was proposed that £200k was earmarked to provide a hardship fund to provide targeted support to those most affected by the increase in living costs, the proposed rent increase and the ongoing impacts of COVID. In addition to the hardship fund it was also noted that the proposed 4.1% rent increase would be covered in full for those residents in receipt of 100% housing benefit entitlement which is approximately 2,800 tenants and a further c.1,900 tenants receiving partial housing benefit support.

In order to ensure that the increase applied to garage rents remained in line with that applied to dwelling rents, it was proposed that 2022/23 garage rents be increased by 4.5%, which would see an increase in the rental of between 7p and 21p per week.

The report also explained the other key changes in the HRA budget for 2022/23, and the full budget was presented as set out below.-

	2021/22 (Forecast)	2022/23	2023/24	2024/25
	£000	£000	£000	£000
Income				
Housing Rents	(61,646)	(63,713)	(65,807)	(67,120)
Heating Income	(533)	(681)	(771)	(861)
PFI Credit	(23,374)	(23,374)	(23,374)	(23,374)

Other Income	(932)	(975)	(958)	(952)
Funding from General HRA Reserve	(5,073)	(12,576)	(7,703)	(12,856)
Total Income	(91,558)	(101,319)	(98,612)	(105,163)
Expenditure				
Operational Housing Management	14,327	12,845	11,817	11,938
Operational Housing - R&M	12,035	11,193	11,417	11,645
PFI Contractor Payments	30,980	32,573	34,410	34,326
Communal Heating	533	1,019	1,044	1,065
Supervision and Management	5,296	5,229	5,208	5,277
Contribution to Bad Debts	400	640	661	674
Hardship Fund	0	200	0	0
Depreciation	18,435	18,991	19,359	19,567
Other Expenditure	1,302	1,391	1,416	1,439
RCCO	5,487	14,508	10,577	16,537
Interest Payable and similar charges	2,763	2,730	2,702	2,695
Total Expenditure	91,558	101,319	98,611	105,163
Total Reserves (exc. Insurance):				
Opening Balance	(115,118)	(110,045)	(97,469)	(89,766)
Funding (from)/to Revenue	5,073	12,576	7,703	12,856
Closing Balance	(110,045)	(97,469)	(89,766)	(76,910)

It was noted that the proposed HRA budget 2023/24 and indication of the 2023/24 and 2024/25 budgets had also been considered by the Resources and Governance Scrutiny Committee at its February 2022 meeting where the committee had noted the proposals in the report (Minute RGSC/22/95).

Decisions

The Executive:-

- (1) Note the forecast 2021/22 HRA outturn as set out in the report.
- (2) Approve the 2022/23 HRA budget as set out above and note the indicative budgets for 2023/24 and 2024/25.
- (3) Approve the proposed 4.1% increase to dwelling rents and garage rents, and delegate the setting of individual property rents to the Director of Housing Operations and the Deputy Chief Executive and City Treasurer, in consultation with the Executive Member for Neighbourhoods and Executive Member for Housing and Employment.

- (4) Approve the establishment of a £200,000 hardship fund to support vulnerable tenants, and to delegate the design and operation of the fund to the Director of Housing Operations and the Deputy Chief Executive and City Treasurer, in consultation with the Executive Member for Neighbourhoods and Executive Member for Housing and Employment.

Exe/22/25 Capital Strategy and Budget 2022/23 to 2024/25

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which presented the capital budget proposals before their submission to the Council.

The Capital Strategy had been developed to ensure that the Council could take capital expenditure and investment decisions in line with Council priorities and properly take account of stewardship, value for money, prudence, risk, sustainability and affordability.

The capital programme 2021/22 to 2025/26 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.

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 £329m in 2021/22, £533.1.8m in 2022/23, £135.1 in 2023/24 and £36.3m in 2024/25, summarised as follows:-

Forecast Budgets	2021/22	2022/23	2023/24	2024/25	Total	Total 22/23- 24/25
	£m	£m	£m	£m	£m	£m
Manchester City Council Programme						
Highways	40.9	64.7	0.6		106.2	65.3
Neighbourhoods	35.7	62.7	15.5	0.9	114.8	79.1
The Factory and St John's Public Realm	42.7	46.4			89.1	46.4
Growth	64.3	95.7	61.3	5.0	226.3	162.0
Town Hall Refurbishment	53.8	86.1	68.1	42.2	250.2	196.4
Housing – General Fund	17.1	27.4	37.0	2.7	84.2	67.1
Housing – HRA	24.7	39.4	31.9	14.6	110.6	85.9
Children's Services (Schools)	31.1	37.1	1.0		69.2	38.1
ICT	6.4	6.8	1.0		14.2	7.8
Corporate Services	12.3	11.0	0.6	0.5	24.4	12.1
Total (exc.	329.0	477.3	217.0	65.9	1,089.2	760.2

Contingent budgets)						
Contingent Budgets	0.0	55.8	38.1		93.9	93.9
Total Programme	329.0	533.1	255.1	65.9	1,183.1	854.1

The proposed funding for the programme in 2022/23 was:-

Fund	Housing Programmes		Other Programmes	Total
	HRA	Non-HRA		
	£m	£m	£m	£m
Borrowing	0.0	10.7	335.3	346.0
Capital Receipts	2.0	3.9	16.8	22.7
Contributions	0.0	0.4	30.8	31.2
Grant	0.0	10.6	72.9	83.5
Revenue Contribution to Capital Outlay	37.4	1.8	10.5	49.7
Grand Total	39.4	27.4	466.3	533.1

Based on the current forecasts for expenditure, prudential borrowing of up to £538.9m over the period would be needed to support the Council's programme in line with the new schemes and previous planning and profile approval. A number of these schemes would be on an invest to save basis and would generate revenue savings.

The proposed funding for the programme across the forecast period was as follows:-

	2021/22 budget	2022/23 budget	2023/24 budget	2024/25 budget	Total
	£m	£m	£m	£m	£m
Grant	86.0	83.5	63.5	0.0	233.0
External Contribution	25.3	31.2	0.2	0.0	56.7
Capital Receipts	16.0	22.7	13.1	2.7	54.5
Revenue Contribution to Capital Outlay	32.4	49.7	33.5	15.1	130.7
Borrowing	169.3	346.0	144.8	48.1	708.2
Total	329.0	533.1	255.1	65.9	1,183.1

The proposed capital programme described within the report was affordable within the existing revenue budget based on the estimated capital financing costs associated with delivering the programme.

There were risks associated with the delivery of the capital strategy, specifically regarding delays to the programme or treasury management risks. Measures were in place to mitigate these risks through both the Strategic Capital Board and the treasury management strategy. Reports would be provided throughout the year to

Council, Executive and other relevant committees providing updates on the progress of the capital programme and the risks associated with its delivery and funding.

Decisions

The Executive:-

- (1) Approve and recommend the report to Council, including the projects for Executive approval in section 6, and note that the overall budget figures may change subject to decisions made on other agenda items.
- (2) Note the capital strategy.
- (3) Note that the profile of spend is provisional, and a further update will be provided in the outturn report for 2021/22.
- (4) Delegate authority to the Deputy Chief Executive and City Treasurer in consultation with the Executive Leader to make alterations to the schedules for the capital programme 2021/22 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.
- (5) Approve the proposed write off two long-term debtors, (EoN Reality £1.1m and Band on the Wall £0.2m) and delegate to the Deputy Chief Executive and City Treasurer to set out the terms and accounting treatment for the write offs.

Exe/22/26 Treasury Management Strategy Statement 2022/23, including Borrowing Limits and Annual Investment Strategy

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which set out the proposed Treasury Management Strategy Statement and Borrowing Limits for 2022/23 and Prudential Indicators for 2022/23 to 2024/25.

The Treasury Management Strategy Statement set out the risk framework under which the Council's treasury management function would operate by detailing the investment and debt instruments to be used during the year the Strategy detailed the risk appetite of the Authority and how those risks would be managed.

The suggested strategy for 2022/23 was based upon the treasury officers' views on interest rates, supplemented with The forecasts provided by the Council's treasury advisor, Link Asset Services. The strategy covered:-

- Prudential and Treasury Indicators for 2022/23 to 2024/25;
- Impact of 2012 HRA reform;
- Current Portfolio Position;
- Prospects for Interest Rates;
- Borrowing Requirement;
- Borrowing Strategy; and
- Annual Investment Strategy.

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

Decisions

The Executive:-

- (1) Recommends the report to Council.
- (2) Delegates authority to the Deputy Chief Executive and City Treasurer, in consultation with the Member of the Executive with responsibility for Finance and HR, 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/22/27 Rogue Studios – lease of former Varna Street school

The Executive considered a report of the Strategic Director (Growth and Development), which sought approval to the lease of the former Varna Street school in Higher Openshaw for a term of 125 years to Rogue Artists' Studios CIC ("Rogue Studios") at less than the best consideration that could reasonably be obtained.

The grant of a long lease of the former Varna Street Primary School to Rogue Studios would void ongoing maintenance and holding costs on the premises that the Council would initially have to fund if the building was vacated by Rogue Studios and in the event of no immediate disposal of the property otherwise. In addition it offered an opportunity for major capital investment in the premises from outside sources. Without a long term occupier, committed to the maintenance and restoration of the property, it was likely that the Council would become liable for major capital repairs on the listed property in the future in the event the property was not disposed of either to Rogue Studios or on the open market.

Decisions

The Executive:-

- (1) Approve the lease of the former Varna Street school in Higher Openshaw for a term of 125 years to Rogue Artists' Studios CIC ("Rogue Studios") at less than the best consideration that could reasonably be obtained.
- (2) Authorise the Head of Development and the Deputy Chief Executive and City Treasurer to finalise the terms of the transactions as set out in the report.
- (3) Authorise the City Solicitor to enter into and complete all documents and agreements necessary to give effect to the recommendations.

Exe/22/28 Manchester's Corporate Peer Review

The Executive received the feedback report from the LGA Corporate Peer Challenge of the Council, which took place between 30 November and 3 December 2021.

During their time with the Council, the team of independent reviewers – consisting of experienced local Government figures from around the country – spoke to over 300 people, including councillors, staff and partners.

In their initial feedback, the independent reviewer recognised Manchester to be a ‘first-class council’, where the workforce were passionate about improving outcomes for Manchester people and rightly proud to work for Manchester City Council.

In their final report, reviewers called Manchester a ‘city of firsts’ and highlighted the strength and depth of our partnerships, including health and social care. They also celebrated the improvements the Council had made in Children’s Services, the strength of our neighbourhood working and financial leadership.

The next steps would be the production of a clear action plan which would address the key recommendations made by the Peer Review.

Decision

The Executive note and welcome the findings from the Corporate Peer Challenge.

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**Manchester City Council
Report for Information**

Report to: Executive –16 March 2022

Subject: Living Safely and Fairly with Covid

Report of: Director of Public Health

Summary

On Monday 21 February 2022 the Prime Minister announced the publication of the National Living Safely with Covid Plan.

Over the past few weeks, the Director of Public Health, council colleagues and other partners have been developing the local Manchester Living Fairly and Safely with Covid draft plan. The comments from the Manchester Health Scrutiny Committee held on 9 March 2022 have now been incorporated and the final version of the Plan is attached.

Recommendation

It is recommended that the Executive approve the Manchester Living Safely and Fairly with Covid Plan.

Wards Affected: All

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

There had been a positive short-term impact on the city's carbon emissions, as a result of reduced travel during the road map period. There are opportunities to accelerate the medium term move towards the low carbon economy through, for example, supporting investment in green technology business opportunities and employment.

Our Manchester Strategy outcomes	Summary of how this report aligns to the Our Manchester Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	This unprecedented national and international crisis impacts on all areas of our city. 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

A highly skilled city: world class and home grown talent sustaining the city's economic success	establish new services as quickly as possible to support the most vulnerable in our city.
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	

Contact Officers:

Name: David Regan
Position: Director of Public Health
Email: david.regan@manchester.gov.uk

Background documents (available for public inspection):

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

1.0 Introduction

- 1.1 The attached plan is based on what our current understanding is on national policy direction on Covid-19 and based on what the epidemiology (scientific study of Covid-19 and how it is found, spread and controlled) is telling us.
- 1.2 As with all our Covid-19 plans, it is iterative and will be updated and developed over time. Indeed, there are several important national policy announcements (e.g., testing) expected in the next month that will be incorporated.
- 1.3 The City Council and partners are committed to reviewing what has worked to date and learning from our experiences so far. Our plan is a system wide plan, coordinated by leads in different organisations and Council directorates, who will work with a wide range of people who live and work in the city to drive the delivery of the plan.
- 1.4 The plan includes:
 - Summary of our Covid-19 response so far
 - Covid-19 Inequalities
 - Epidemiology, including possible future scenarios
 - National Living Safely with Covid-19 Strategy key information
 - Building a shared understanding of what 'living safely and fairly with Covid-19' means for Manchester – our approach, what we will do and inequalities considerations
 - Local Governance arrangements
 - Our 12-point plan for Living Safely and Fairly with Covid-19 in Manchester
 - Resource Requirements

2.0 Recommendations

- 2.1 It is recommended that the Executive approve the Manchester Living Safely and Fairly with Covid Plan

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Manchester Health Protection System

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Living Safely and Fairly with Covid-19 in Manchester

March 2022



Appendix 1, Item 4

Our Plan

This is a plan based on what our current understanding is on national policy direction on Covid-19 and based on what the epidemiology (scientific study of Covid-19 and how it is found, spread and controlled) is telling us.

As with all our Covid-19 plans, it is iterative and will be updated and developed over time. Indeed, there are several important national policy announcements (e.g. Testing) expected in the next month that will be incorporated.

We are committed to reviewing our work, learning from our experiences so far and sharing our learning and understanding as we move to learn to live safely and fairly with Covid-19. Our plan is a system wide plan, coordinated by leads in different organisations and directorates, who will work with a wide range of people who live and work in the city to drive the delivery of the plan.

The plan includes:

- Summary of our Covid-19 response so far
- Covid-19 Inequalities
- Epidemiology, including possible future scenarios
- National Living Safely with Covid-19 Strategy key information
- Building a shared understanding of what 'living safely and fairly with Covid-19' means for Manchester – our approach, what we will do and inequalities considerations
- Local Governance arrangements
- Our 12-point plan for Living Safely and Fairly with Covid-19 in Manchester
- Resource Requirements

Covid-19 Response – The Manchester Difference

**It hit us harder.
We helped each other.
We fought back stronger.**

From Manchester's Public Health Annual Report Jan 2020-August 2021

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Manchester has been hit hard with Covid-19, experiencing higher case rates and higher death rates than many other areas in the country.

We came together as a city to respond to Covid-19, and we still have a huge challenge when we continue to work together to 'live safely and fairly with Covid-19'.

Health protection should remain a high priority. The world is different now and we need to build a new normal where we are more resilient, more prepared and able to respond.

Covid-19 Inequalities (1)

Covid-19 has shone a light on existing health inequalities and underlying health conditions of our population and exacerbated them for our most vulnerable residents.

National evidence shows that:

- People who live in the most deprived areas of England and Wales were around twice as likely to die after contracting COVID-19.
- People of Black, Asian and other minority ethnic groups were more exposed to COVID-19, more likely to be diagnosed with it and more likely to die from it than those of white ethnicity
- Compared to people under 40 years old, the chances of dying from COVID-19 were 70 times higher for those aged over 80 and 50 times higher among those aged 70-79
- The risk of death involving COVID-19 in England was 3.1 times greater for more-disabled men and 3.5 times greater for more-disabled women, compared with non-disabled men and women.
- COVID-related deaths for people with a learning disability were dramatically higher than the general population in England and Wales

In Manchester, the age standardised rate of COVID-19 cases and deaths involving COVID were both higher among people living in the most deprived 20% of areas within the city across the course of the pandemic.

Covid-19 Inequalities (2)



The Manchester Challenge

- Up to 200 languages spoken (most ethnically diverse outside London), 100 in Central Manchester alone
- Much younger population than other major towns and cities - just under 50% of the population is aged under 25 (and around 40% are likely to be multilingual)
- People come to work, learn, worship, shop and play - Manchester is the second most visited local authority after London
- 43% of LSOAs are ranked in the most deprived 10% of areas in England
- Geographically small city with large population - high population density

4



- The nature of Manchester's geography, demography and assets made residents of Manchester more vulnerable to COVID-19 with **higher rates of transmission**, and large numbers of people at higher risk of **severe disease and death** (see graphs in Appendix 1 and 2)
- These factors also meant that the response to the pandemic including testing, contact tracing, support to self-isolate and delivery of the vaccination programme were more challenging and resource intensive
- These factors need to be considered to ensure this plan is delivered equitably

Covid-19 Inequalities (3)

Manchester also has a high number of complex and high risk settings.

These are settings where individuals may be more vulnerable to Covid-19, where Covid-19 is more likely to spread and where outbreaks may be harder to control.

Complex and High Risk Settings in Manchester include:

- Adult's care homes
- Supported living accommodation
- Homeless hostels
- Asylum seeker provision
- Prison
- Universities Halls of Residences/large shared private accommodation
- Manchester Airport
- Hospice
- Day centres
- Children's care homes and residential settings
- Boarding schools
- Special Educational Needs schools
- Large businesses, warehouses

Covid-19 Inequalities (4)

Health and wellbeing of the population – before, during and after Covid-19

Before	During and after
<ul style="list-style-type: none"> • Stalling life expectancy/healthy life expectancy • Increasing health inequalities/'social gradient' • Prevalence of preventable long term conditions • Prevalence of risk factors for LTCs ('health behaviours', wider determinants) 	<ul style="list-style-type: none"> • Impact of C19 on health and health inequalities • Impact of C19 containment measures on health and health inequalities • Impact of C19 containment measures on social and economic circumstances and inequalities • Disproportionate impact on some people (young and old, disabled, mental health conditions, minority ethnic communities, key workers, carers)



Existing health inequalities in the City were also exacerbated by COVID-19 potentially leading to a vicious cycle where people who are more vulnerable to disease due to their socio-economic circumstances, then face further adverse impacts on their circumstances as result of COVID-19 illness or containment measures, which puts them further at risk of severe illness for example

- Manchester's unemployment rate compared to England's for people aged 16-64 was beginning to widen before the pandemic and has further widened since the pandemic
- There were 2,546 households in temporary accommodation at the end of March 2021. This is an increase of 17% from March 2020.

Covid-19 Inequalities (5)

- The impact of Covid-19 has been felt by our children and young people in education settings: On average, each school age child in Manchester lost 43 days face to face learning.
- For every reported case of a female in Key Stage 4 (GCSEs), there were 26 identified contacts who also needed to self-isolate. This is higher than the mean average of 22 contacts for every case of a male in Key Stage 4.
- The number of confirmed cases of Covid-19 over the academic year were higher in school age children living in more deprived wards (particularly in the north of the city), and in wards with larger ethnic minority populations including Longsight, Cheetham, Crumpsall, Moss Side and Levenshulme.
- Manchester residents have needed extra support to self-isolate due their often complex circumstances and working situations which will continue as the legal requirement to self-isolate is removed. Our local Manchester Test and Trace Service reached out to 23,000 residents to offer support and 2,700 were given practical, clinical and emotional support.
- 9,392 residents have received a Test and Trace Support payment of £500 to support them to self-isolate – a total of £4,696,000. This scheme ran from 28/9/2020 and stopped on 23/2/2022

Epidemiology - Context and where we may be headed (1)

- Omicron has demonstrated a wave of Covid-19 with less direct health harms than previous waves, due to population levels of immunity (vaccines and prior infection) and to some extent inherent reduction in severity.
- Covid-19 is not yet endemic - It will become endemic once it is predictable and there is a clearer understanding of how to manage it.
- Even with vaccination, Covid-19 and its variants will continue to circulate for some time.
- SAGE have estimated it will take at least a further five years for Covid-19 to settle to a predictable endemic state and the path to endemicity will be critically dependent on:
 - ❖ how the virus evolves
 - ❖ the rate of waning of immunity
 - ❖ chosen policies on vaccination and boosting
- There are likely to be further waves of infection, due to waning immunity and/or new variants emerging but it may be hard to spot when and where these are occurring in Manchester without routine and reliable local surveillance data.

Epidemiology - Context and where we may be headed (2)

- A future Variant of Concern could be more or less transmissible, and more or less dangerous.
- Waves of new variants are likely to continue until a very much higher percentage of the world's population has been vaccinated.
- Repeated vaccination may be required to maintain sufficient vaccine-derived immunity for future Covid-19 control.
- We are moving to minimal restrictions with rates still at very high levels, therefore it is likely that reasonably high levels will remain for some time, possibly falling to lower levels in the summer. However, Delta was a summer wave, and in the last two years we have had a new wave roughly every 6 months.
- It is a realistic possibility that, over the next five years, there will be epidemics of sufficient size to overwhelm health and care services (SAGE - Scientific Advisory Group for Emergencies).

There are various possible future scenarios (Further details in Appendix 3 and 4)

World Health Organisation describes 3 scenarios:

Scenario	
1: 5th endemic coronavirus	Covid-19 remains highly contagious but causes mild illness in most cases It is added to the existing 4 coronaviruses that already circulate endemically (SAGE estimates this could take 5 years)
2: Flu like	Covid-19 behaves like seasonal flu with recurring epidemics and severe disease is seen in people most at risk
3: Ongoing pandemic through various Variants of Concern	A new variant emerges that evades acquired immunity resulting in large number of cases, overloaded health system and more deaths

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Scientific Advisory Group for Emergencies (SAGE) describes 4 possible scenarios and compares these to the current Omicron variant:

Scenario	
1: Reasonable Best-Case	Relatively small resurgence in Autumn/ Winter with low levels of severe disease
2: Central Optimistic (most likely)	Seasonal wave of infections in Autumn Winter with similar size and severity to Omicron wave
3: Central Pessimistic (most likely)	Emergence of new variant of concern results in large waves of infections at short notice and outside Autumn/ Winter season. Severe disease and mortality concentrated in certain groups – unvaccinated, vulnerable, older people
4: Reasonable Worst-Case	Large waves of infections with increased levels of severe disease seen across populations, with most severe health outcomes primarily in people with no prior immunity

Appendix 1, Item 4

National policy context (1):

Covid-19 Response: Living with Covid-19 published on 21st Feb 2022

Objective: To enable the country to manage Covid-19 like other respiratory illnesses, while minimising mortality and retaining the ability to respond if a new variant emerges with more dangerous properties than the Omicron variant, or during periods of waning immunity, that could again threaten to place the NHS under unsustainable pressure.

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Government response centred around the following four principles:

- Living with Covid-19: removing domestic restrictions while encouraging safer behaviours through public health advice, in common with longstanding ways of managing most other respiratory illnesses;
- Protecting people most vulnerable to Covid-19: vaccination guided by Joint Committee on Vaccination and Immunisation (JCVI) advice, and deploying targeted testing;
- Maintaining resilience: ongoing surveillance, contingency planning and the ability to reintroduce key capabilities such as mass vaccination and testing in an emergency;
- Securing innovations and opportunities from the Covid-19 response, including investment in life sciences.

National policy context (2):

21st Feb

- the Government removed the guidance for staff and students in most education and childcare settings to undertake twice weekly asymptomatic testing (still in place for high risk education settings e.g. SEND)

24th Feb

- Routine contact tracing ended (local teams will continue to carry out context-specific contact tracing as part of outbreak response)
- Legal requirement to self-isolate following a positive test removed.
- Fully vaccinated close contacts and those under the age of 18 no longer required to test daily for 7 days, and the legal requirement for close contacts who are not fully vaccinated to self-isolate removed
- End to self-isolation support payments and national funding for practical support. The medicine delivery service will no longer be available.
- The Health Protection (Coronavirus, Restrictions) (England) (No. 3) Regulations revoked.
- End of the legal obligation for individuals to tell their employers when they are required to self-isolate.

24th March

- Covid-19 provisions within Statutory Sick Pay and Employment and Support Allowance regulations will end.

National policy context (3):

31st March

- National Test and Trace will end
- National Education Advice Service (accessed through DfE Helpline) will end

1st April

- No longer provide free universal PCR and lateral flow testing for the general public (tests will be made available to purchase). Limited symptomatic testing available for a small number of at-risk groups – further details to be confirmed. Free symptomatic and routine testing will remain available in health and social care settings.
- Remove the current guidance on voluntary Covid-19-status certification in domestic settings and no longer recommend that certain venues use the NHS Covid-19 Pass.
- Update guidance setting out the ongoing steps that people with Covid-19 should take to minimise contact with other people. This will align with the changes to testing.
- Consolidate guidance to the public and businesses, in line with public health advice.
- Remove the health and safety requirement for every employer to explicitly consider Covid-19 in their risk assessments.
- Replace the existing set of 'Working Safely' guidance with new public health guidance.

Building a shared understanding of what 'living safely and fairly with Covid-19' means for Manchester

Our approach:

- Remain committed to doing what is right for our Manchester residents, taking an Our Manchester approach
- Work together with our communities, valuing the role of community leaders and neighbourhood working in our health protection system
- Keep health equity and tackling health inequality at the heart of what we do
- Build on learning from our Covid-19 response and follow the latest evidence and insights from our communities

We will:

- Consider the national policy direction from Feb/March 2022 as more information is released
- Look at the local patterns of infection and transmission to help inform our plans
- Review current local and Greater Manchester arrangements – both function and resourcing
- Build a resilient local health protection system, retaining the crucial skills, knowledge and experience of teams we have built up over the past two years working on Covid-19 response
- Remain prepared for future Covid-19 surges and be able to respond early and rapidly to outbreaks
- Integrate Covid-19 work with other infectious diseases that we respond to locally, e.g. TB, flu, measles, other vaccination programmes (childhood immunisations)
- Have a renewed focus on other important health protection issues and deliver new programmes of work
- Through the Chief Executive of the City Council and Director of Public Health continue the dialogue with central Government to ensure the learning from Manchester is fed into national policy developments.

Inequalities considerations

Significant inequalities and disproportionate direct and indirect impacts of Covid-19 have been evident and persisted throughout the pandemic

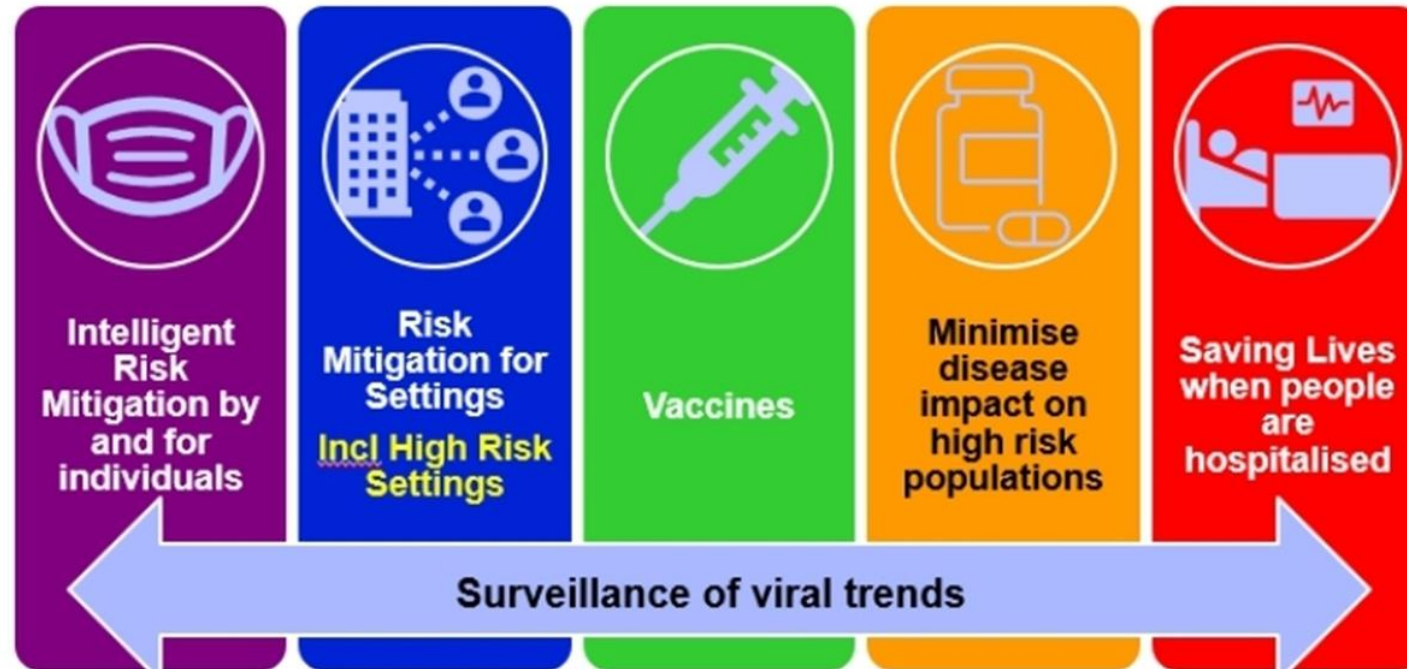
We will:

- Protect high risk settings and people who are more vulnerable to disease, to reduce the impact of Covid-19 on individuals and communities at highest risk of poor outcomes (people may be vulnerable because of clinical and or social reasons)
- Assess and mitigate equalities impacts as part of any review and change in national Covid-19 policy/guidance
- Rebuild population health and address both the direct and wider impacts of the pandemic on health and wellbeing and on health inequalities
- Ensure that plans to tackle the health service treatment "backlog" have a strong inequalities focus

It is unknown if enhanced support will be available to places with ongoing high case rates.

5 Cornerstones to make Living Safely and Fairly with Covid-19 work

The Association of Directors of Public Health has identified 5 cornerstones to make Living Safely and Fairly with Covid-19 work

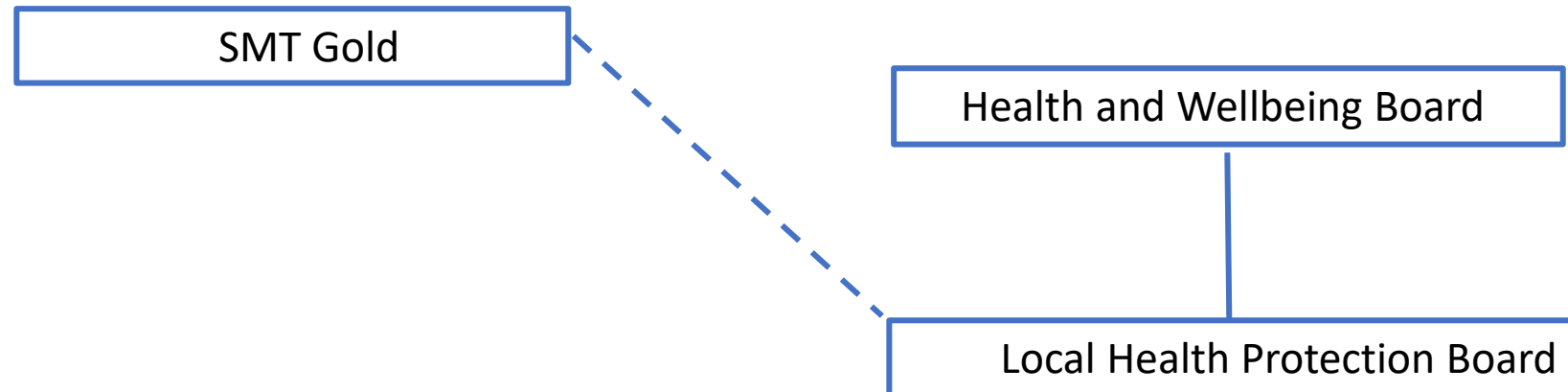


Local Governance Emerging Arrangements

Throughout the pandemic we have had strong governance arrangements to oversee our Covid-19 response. Our Local Health Protection Board (Covid-19 Response Group/ Covid-19 Task Group), chaired by the Director of Public Health, had a dedicated Covid-19 focus and reported into the Health and Wellbeing Board and SMT Gold meetings, chaired by MCC's Chief Executive.

Moving forward, we will incorporate the Covid-19 Task Group back into a wider Health Protection Board, which will cover Covid-19 and other health protection issues.

Page 56 The Health Protection Board will report into the Health and Wellbeing Board and will link to SMT Gold, which will be stood up as and when required. It is important to note that the Manchester Partnership Board will be considering the wider NHS challenges and care system pressures relating to the "backlog".



Our Twelve Priorities

Our Twelve Point Action Plan has been updated regularly since August 2020 and has mirrored the national and Greater Manchester approach.

The Plan has been revised in line with the new national strategy and our own Living Safely and Fairly with Covid-19 in Manchester vision.

- Page 57
- For each of our priorities we have described:
- How we are currently responding to Covid-19
 - How we will change our approach to live safely and fairly with Covid-19
 - How we will go about moving from our current position to where we need to be

As part of the transition, there will be a very different approach needed to some areas of work, in particular testing, contact tracing and isolation support.

Our 12 priorities are:

1. Resilient Local Health Protection System
2. Infection Prevention and Control
3. Vaccination and treatments
4. Care homes and other high risk settings
5. People and communities that are high risk, clinically vulnerable or marginalised
6. Testing, contact tracing, outbreak management and support to self-isolate (revised approach)
7. Communications
8. Community engagement
9. Data and intelligence
10. Education settings
11. Workplaces and businesses
12. Events, leisure and religious celebrations

1. BUILDING A RESILIENT LOCAL HEALTH PROTECTION SYSTEM

AIM: Develop a new, resilient local health protection system using the learning and skills developed through our Covid-19 response to respond to future surges, outbreak and variants of Covid-19 as well as other health protection threats such as measles, TB and poor air quality

Manchester Covid-19

Living Safely and Fairly With Covid-19

Lead: Sarah Doran

Responding to Covid-19: *current position*

Living Safely With Covid-19: *our priorities for the future*

Transition Plan: *how we will achieve this*

- Manchester Test and Trace provides strategic and operational Covid-19 response around testing, contact tracing, support to self isolate, outbreak response to Covid-19 and vaccination helpline
- Covid-19 Central Co-ordination Hub in place with clinical and non-clinical staff
- Specialist Community Health Protection Team provides advice, support and outbreak management for Covid-19 and other infections in high risk settings
- Environmental Health Team provides advice, support and outbreak management for workplaces and businesses
- Data and Intelligence, Communications and Neighbourhood Teams have been essential to Covid-19 response work
- Some work has now stopped based on govt strategy e.g. contact tracing outside of outbreak situations and support to isolate (from 24th Feb), compliance and enforcement activity now stood down in line with removal of plan B measures

- Develop a new resilient local health protection system with public facing, specialist advice, outreach and strategic functions
- Retain some capacity using skills and expertise built up through Covid-19 response
- Work ongoing to identify key priorities but likely to include:
 - Living safely and fairly with Covid-19
 - Increasing screening and vaccination, with a focus on childhood immunisations, flu and Covid-19 vaccination
 - TB work programme
 - Reducing health inequalities associated with poor air quality
- Develop plans that can be scaled up at pace based on local surveillance and data analysis with all partners sufficiently engaged and resourced.
- Reintroduce compliance and enforcement measures if required to manage future peaks/variants

- Local Health Protection Board will be refreshed and re-established to oversee the new local health protection system and the Living Safely and Fairly with Covid-19 work
- Transition planning will scope and implement a new local health protection system by June 2022
- Current arrangements funded until June 2022 and plans for capacity required July onwards will consider how we head out of emergency response and towards business as usual but retain capacity to stand up elements of emergency response swiftly, whilst uncertainty of the virus evolution remains.
- Plans will include retaining some compliance and enforcement capability to re-establish previous arrangements should legally enforced measures/restrictions be put in place again

2. INFECTION PREVENTION AND CONTROL

AIM: Increase skills and good practice in infection prevention control across settings and residents to minimise risk of transmission of infectious diseases including Covid-19

Manchester Covid-19

Living Safely and Fairly
With Covid-19

Lead: Leasa Benson

Responding to Covid-19:
current position

Living Safely With Covid-19:
our priorities for the future

Transition Plan:
how we will achieve this

- Enhanced Infection Prevention and Control (IPC) measures in place across health and care settings
- Increased awareness of IPC measures across the general public and settings including social distancing, ventilation, improved hand and respiratory hygiene, use of face coverings and environmental cleaning.
- Outbreak management includes enhanced IPC controls
- A mixed model of Personal Protective Equipment (PPE) provision with most now provided through the national portal
- Local PPE mutual aid hub is in place
- Specialist advice provided by Community Health Protection Team and Environmental health Team

- Promotion of key public health messages including staying at home, respiratory and hand hygiene and environmental cleaning to reduce transmission of all infections including Covid-19
- Consider policy options to improve ventilation and indoor air quality in schools, workplaces, enclosed public spaces and homes
- Continue to use enhanced IPC controls to manage outbreaks
- Increased focus on IPC training and awareness across sectors, building on skills and knowledge developed during the pandemic
- Investigate cost effectiveness of additional measures including CO2 monitors and filtration systems
- Continue to support enhanced IPC measures as the norm in some health and social care settings
- Support providers to access national PPE supplies and retain a locality contingency role

- Inclusion of IPC measures in all relevant plans and service specifications
- Continued messages to the public around keeping safe, hand and respiratory hygiene and ventilation etc, for example encouraging face coverings on public transport
- Retain a locally deployable stockpile of PPE
- Implement the E-Bug Programme across education settings

3. VACCINATION & TREATMENTS (1)

AIM: Maximise vaccination coverage and improve vaccine equity for first and second doses and booster vaccinations; develop and deliver annual winter vaccination programme, ensure availability and equitable access to appropriate treatment for those who are eligible

Manchester Covid-19

Living Safely and Fairly
With Covid-19

Lead: Manisha Kumar & David Regan

VACCINATION

Responding to Covid-19:
current position

Living Safely With Covid-19:
our priorities for the future

Transition Plan:
how we will achieve this

- Mixed model of delivery in place including Local Vaccination Sites and GP practices, Mass Vaccination Clinics, Hospital Hubs, community pharmacies, schools, pop ups, housebound delivery and bespoke clinics for specific target groups.
- Vaccine equity plan delivering a number of activities focussed on communities (either geographically, by ethnicity or other risk groups) with lower vaccine coverage including; data driven approach, culturally competent targeted communications and engagement,, bespoke targeted vaccination clinics, neighbourhood based approach, and continuous learning, evaluation and improvement of offer informed by community insight
- "Think Family" approach for schools (12-15) vaccination programme with enhanced support offer for schools in priority/lower coverage areas and communities
- Helplines available to support with non-digital booking and access, and a range of Covid-19 related queries with clinical staff and interpreters available

- Tackling inequalities and improving vaccine equity for population groups and areas of the city with lower vaccine coverage
- Ensure Evergreen offer in place across the city to respond to demand for first and second doses; and ability to increase capacity if needed for any future surge
- Ensure a continued offer for new phases as they are introduced e.g. Healthy primary school aged children, spring boosters and any further doses ,
- Ensure an accessible out of school offer is promoted and available to children, young people and families that is aligned to the evergreen offer
- Plan for Autumn 22/23 annual winter vaccination programme which may require additional capacity – building on the model for the programme so far
- Local Vaccination Helpline to continue to be offered by Local Health Protection Co-ordination Hub (previously called Manchester Test and Trace Coordination Hub)
- NHS Gateway phonenumber to continue including targeted outbound calling

- Commitment in place to deliver 'Evergreen' offer until March 2023 with a strong focus on inequalities and community engagement including delivery for housebound, community pop ups and bespoke clinics alongside fixed-site offers.
- Hyperlocal outreach offer to continue with mobile units and peripatetic vaccination team working in partnership with neighbourhood teams to target areas and communities who are marginalised, underserved or have lower vaccine coverage
- Lobby for change to current national commissioning and payment models to enable flexible, nuanced and resource intensive approach required to improve coverage in Manchester
- Apply workforce models for Covid-19 vaccination to other vaccination programmes
- Local Vaccination Helpline to be expanded to offer help on other vaccinations, such as childhood imms, as well as Covid-19

3. VACCINATION & TREATMENTS (2)

AIM: Maximise vaccination coverage and improve vaccine equity for first and second doses and booster vaccinations; develop and deliver annual winter vaccination programme, ensure availability and equitable access to appropriate treatment for those who are eligible

Manchester Covid-19

Living Safely and Fairly
With Covid-19

Lead: Manisha Kumar & David Regan

TREATMENTS

Responding to Covid-19:
current position

Living Safely With Covid-19:
our priorities for the future

Transition Plan:
how we will achieve this

- Antiviral and monoclonal antibody treatments are available for certain high risk individuals who test positive for Covid-19 and who have mild-moderate symptoms. The treatments are aimed at reducing severity of covid-19 and reducing the risk of hospitalisation. Treatments are delivered via CMDUs (Covid Medication Delivery Units) within the first 5 days of acute Covid-19 illness. Current eligibility is based on positive lateral flow test or positive PCR result.
- Hot clinics are a GP led primary care service for people with suspected or confirmed positive Covid-19, where they can be seen in person for an assessment. Clinics are based in Central, South and North Manchester for those able to travel.
- Home visits if required are provided by a patient's own General Practice
- People at high risk of severe disease will be referred either into the Covid-19 Home Oxygen Monitoring Service, considered for antiviral treatment or escalated into hospital if required
- Long Covid Clinics at all 3 Manchester hospital sites following GP assessment and referral

- Ensure equitable access to Covid Medication Delivery Units (CMDUs) so that all eligible people at risk can access antiviral and monoclonal antibody treatments if they have mild-moderate symptoms
- Continue offer of access to face to face care if needed for patients with Suspected Covid-19, through GP, Hot Clinics or Home visit.
- Further escalation route into Hospital or CMDU (for considering antiviral treatment) will remain.
- Availability of testing capability is essential for eligible people to access treatment.
- Encourage vaccination to prevent long Covid-19, and increase awareness of symptoms and available support
- Ensure emergency preparedness for futures waves

- Detailed government guidance awaited to confirm that free testing remains in place for people eligible for treatments, as part of "limited symptomatic testing" for a small number of at risk groups" to ensure that they can go on to access life-saving treatments.
- Deliver good communications to ensure that eligible individuals know how to test and access treatment if develop symptoms of covid-19.
- Development of Long Covid rehabilitation offer from Manchester Local Care Organisation
- Development of robust emergency preparedness and business continuity plans to address possible future waves

4. CARE HOMES & OTHER HIGH RISK SETTINGS

AIM: Protect the city's most vulnerable residents by reducing and minimising the effects of Covid-19 outbreaks in high risk settings, such as adult's care homes, children's care homes and residential settings, supported living accommodation, homeless hostels, asylum seeker provision, hospice, day centres, boarding schools, Special Educational Needs schools and the prison.

Responding to Covid-19: current position

- Community Health Protection Team (CHPT) supports vulnerable residents and high risk settings
- Partnership work with Manchester Test and Trace Coordination Hub, Environmental Health, Adult Social Care, UK Health Security Agency, education and homelessness service colleagues
- Monitoring Covid-19 cases in residents and staff, supporting settings to manage situations, and reporting to various regulators
- Managing outbreaks
- Providing support and guidance on staff and resident testing regimes
- Promotion of vaccination uptake in staff and residents in high-risk settings
- Providing regular comms and guidance to settings
- Virtual visits where concern is raised
- Training and education sessions on specific areas of Infection Prevention and Control
- Specialist support for settings providing high risk procedures

Living Safely With Covid-19: our priorities for the future

- Continued role in supporting high risk settings with outbreak management, including enhanced infection prevention and control measures and regular staff and resident asymptomatic testing regimes and outbreak testing as guided by national policy
- Continuation of review and distribution of new and updated guidance and other comms
- Ongoing communication between the Community Health Protection Team, Adult Social Care, children's social care, education, homelessness services and other care providers around Covid-19 and other communicable diseases
- Promotion of vaccination programmes and promotion of vaccine status checks for new residents
- Planned and spot check support visits to providers with concerns post outbreak
- Return to proactive visits to provide support and guidance on infection prevention and control measures and managerial responsibilities around health protection issues, outbreak response and prevention of health protection incidents

Transition Plan: how we will achieve this

- Retain staffing levels and expertise of specialist Community Health Protection Team staff, ensuring sufficient capacity and knowledge base
- Work in partnership with Greater Manchester contact tracing hub, UKSHA, GM Health Protection Collaborative as part of Health Protection reforms and ongoing review of Health Protection delivery locally and across Greater Manchester
- A clear communications plan for health protection issues in high risk settings, including planned and emergency situations
- Work closely with neighbourhood colleagues to raise awareness of actual and potential health protection risks in specific areas of the city
- Local health protection system leadership to influence local, Greater Manchester and national groups, boards & committees, ensuring health protection remains a priority with future planning of services and developments.

5. HIGH RISK, CLINICALLY VULNERABLE & MARGINALISED COMMUNITIES

AIM: Ensure the needs of people and communities that are high risk, clinically vulnerable or marginalised are prioritised and addressed within the broader Living Safely and Fairly with Covid-19 plans

Manchester Covid-19

Living Safely and Fairly With Covid-19

Lead: Cordelle Ofori

Responding to Covid-19:
current position

Living Safely With Covid-19:
our priorities for the future

Transition Plan:
how we will achieve this

- Covid-19 Health Equity Manchester (CHEM) engaging and working with communities at high risk of adverse impacts to deliver culturally competent bespoke messages and engagement approaches, improve vaccination coverage, and enable people to keep safe and well. Activities include establishment of Sounding Boards and Disabled People's Engagement Board; Targeted Fund for voluntary and community organisations; Covid-19 CHATS; working with community influencers and leaders to share messaging' and working with neighbourhood teams to target Covid-19 response work
- The shielding programme for people who were previously considered Clinically Extremely Vulnerable ended on 15.9.21 however many people never stopped shielding and are now anxious about what the removal of restrictions will mean for them.

- Continue to promote the importance of vaccination for high risk groups and ensure that information and the vaccination offer itself is accessible, and work continues build trust, dispel myths and address vaccine hesitancy
- Ensure equitable access to testing and treatment for people in high risk groups who develop Covid-19 symptoms and would be eligible for treatment to prevent severe illness and death
- Ensure that people who were clinically extremely vulnerable (CEV) are supported and enabled to safely integrate back into society.
- Address the indirect consequences of Covid-19 with a focus on what matters to people in the CHEM risk groups e.g. Mental Health; Long Covid-19; food, housing and income security; children and young people, and primary care and as part of Manchester's Build Back Fairer/Marmot Action Plan

- Maintain, develop and strengthen the CHEM infrastructure and approaches to engagement, inclusive communication and inclusive data that underpin the work to address health equity
- Work with NHS, primary care and neighbourhood teams to identify and address any inequalities in access to Covid-19 Medication Units, Hot Clinics and opportunities for treatment for eligible individuals
- Welcome back events being planned with the support of libraries and galleries to enable those that were categorized or saw themselves as clinically extremely vulnerable to participate in activities in a safe way.
- Further guidance is awaited on the national Enhanced Protection Programme (EPP) approach for people who were clinically extremely vulnerable.
- Ensure voice of Communities that Experience Racial Inequality, Inclusion Health and other marginalised groups influence delivery of the Build Back Fairer plans.

6. TESTING, CONTACT TRACING, SUPPORT TO ISOLATE, OUTBREAK MANAGEMENT (1)

AIM: Focus testing on those most vulnerable to disease and those in high-risk settings, to ensure these residents are protected. Testing to be used for treatment, prevention, surveillance and outbreak investigation.

TESTING

Responding to Covid-19: our current position

Living Safely With Covid-19: our priorities for the future

Transition Plan: how we will achieve this

- Free universal testing for general population until 31st March 2022:
 - 9 PCR test sites (7 'local' and 2 regional), and PCR home delivery, run by NHS Test and Trace
 - LFD test provision through pharmacies, community venues, workforce schemes, and home delivery
 - Community agile 'pop up' testing, targeted to reduce health inequalities
- Routine testing for health and social care staff and residents/patients in high-risk settings
- Enhanced testing as part of outbreak response for example schools, prison and businesses
- Mobile Testing units available for large scale outbreak / variants of concern response
- Twice weekly asymptomatic testing for school staff and secondary school students encouraged
- Local testing team delivering regular and outbreak testing in high-risk settings, and home swabbing.

- Much of our approach will be guided by national policy and infrastructure, where full details are to be confirmed over the coming weeks.
- Continued twice weekly testing for SEND schools (regular testing in other education settings ended on 21st February)
- Continued routine and symptomatic testing for health and social care settings following national guidance
- Use of enhanced testing as a control measure for outbreak management in high risk settings
- Ensure equitable access to available testing for Manchester residents, based upon factors such as income, digital access and ability to leave home.
- Ensure testing is accessible for 'at-risk' groups as government guidance becomes available.
- Ensure we have the capacity and capability to scale up provision rapidly.

- Continue to work closely with UKHSA colleagues to understand and influence ongoing changes, e.g. how mass testing can be re-established rapidly, how testing will be made available to specified groups (e.g. those identified in Government report as 'at-risk').
- Continue collaborative working with Education, Adult Social Care, and Communications colleagues to share understanding of upcoming changes to guidance and manage its effective implementation
- PCR float stock will be made available to support outbreak response
- Maintain a supply of LFD kits in reserve given uncertainty around national arrangements.
- Costed options for securing additional supplies of tests to ensure cost is not a barrier for residents to access testing.

6. TESTING, CONTACT TRACING, SUPPORT TO ISOLATE, OUTBREAK MANAGEMENT (2)

AIM: Identify local outbreaks of COVID early and provide an integrated, rapid response through effective management, drawing on the expertise and learning developed over the pandemic.

Manchester Covid-19

Living Safely and Fairly With Covid-19

Leads: Sarah Doran & Christine Raiswell

CONTACT TRACING & OUTBREAK MANAGEMENT

**Responding to Covid-19:
current position**

**Living Safely With Covid-19:
our priorities for the future**

**Transition Plan:
how we will achieve this**

- As our Single Point of Contact, our Local Test and Trace Coordination Hub has received detail of cases of COVID in settings, working to risk assess and triage out to teams to lead investigations in their specialist areas:
 - Environmental Health team (inc. businesses, offices, hospitality, justice)
 - Community Health Protection Team (inc. care settings, early years and schools)
- Multiagency Outbreak Control Team meetings called where required, involving UK Health Security Agency colleagues where appropriate.
- We have had clinical, expert contact tracing staff in place in our Local Manchester Test and Trace Team, undertaking complex contact tracing of residents who have not engaged
- We have taken the lead from national on tracing as part of Variant Of Concern (VOC) response
- GM Integrated CT Hub has provided additional surge capacity & resilience
- All routine individual contact tracing ended on 24 February 2022.

- A revised national Covid-19 Outbreak Management Framework is expected in March. This will further outline our local role. Moving forward, it is understood:
 - Outbreak management will move to be focussed only on high risk settings, and will need to include testing and antiviral prescription routes. Outbreak management for COVID will be delivered by local and regional teams with no national system in place.
 - Contact tracing would only be required as part of outbreak management and in response to new variants, although circumstances whereby the latter would be required are as yet unclear. We will need to ensure we have capacity to scale up this specialist provision rapidly.

- We will retain capacity and expertise for contact tracing and outbreak management supported by the Greater Manchester Integrated Hub as part of health protection reforms and ongoing review of health protection delivery
- We will engage with businesses on wellbeing agenda and importance of changing presenteeism
- Clear communications to business and the public on importance of staying at home for all communicable diseases
- We will gather insight from the two years of Covid-19 tracing and outbreak management and ensure lessons are applied to future health protection systems.

6. TESTING, CONTACT TRACING, SUPPORT TO ISOLATE, OUTBREAK MANAGEMENT (3)

AIM: Ensure support is available for residents who are self-isolating by connecting people to existing support provision and engaging with employers

Manchester Covid-19

Living Safely and Fairly With Covid-19

Leads: Christine Raiswell & Shefali Kapoor

SUPPORT TO ISOLATE

**Responding to Covid-19:
current position**

**Living Safely With Covid-19:
our priorities for the future**

**Transition Plan:
how we will achieve this**

- The legal duty to self-isolate ended on 24 Feb, moving to an advisory position to stay at home.
- Non-financial support: over the past year our local Test and Trace Coordination Hub has fulfilled requirements set out in DHSC Framework to support residents to self isolate. We have called any resident who has declared a support need during the contact tracing process.
- Our clinical team has given advice for people feeling unwell and we have offered support to access medicines and GPs.
- We have worked closely with the Food Partnership and VCSE organisations to ensure culturally sensitive provision is available.
- Financial support: colleagues in Revenues & Benefits have administered the NHS Test & Trace Payment scheme, which has exceeded expected demand. This scheme ended on 24 Feb 2022.
- Wider Humanitarian Support: Covid Response Hub has been in place offering support with food, getting online, loneliness, delivery of medication and support with fuel. Proposed that Covid Response hub will end on 31st March.

- Our Manchester Test and Trace Hub will continue to offer advice and support to residents about Covid-19 and other health protection issues in its new Health Protection Co-ordination Hub function
- Develop and adapt our support in light of the ways poverty and certain types of employment are likely to mean that some residents will be less able to follow any discretionary advice which might exist on isolation, creating increased risks of higher infection rates and outbreaks
- Continue to develop the Manchester Food Partnership which will support the city's approach to tackling poverty
- Work with communications team to provide messages as to how to prepare for isolation if measures are reintroduced

- There is an inequalities risk with employers setting policy/culture on staying at home advice when unwell so engagement with businesses and employers will be vital.
- Where our local team speak to residents opting to stay at home (via choice or experiencing symptoms) we will link them into existing provision via the Family Poverty Strategy, including CAB to explore financial support.
- Humanitarian Support - Any calls for signposting/ information in relation to Covid will be absorbed by the contact centre
- We will continue the Food Partnership, although resources are required in the short term to grow and develop a sustainable entity.
- Business case developed to establish food partnership to continue work developed amongst food providers across the city.

7. COMMUNICATIONS

AIM: Co-ordinate an effective communications response to an inclusive recovery, enabling Manchester residents to live safely with Covid-19 and help them make well considered and informed decisions, including around staying safe and well, vaccinations and responding to Variants of Concern.

Manchester Covid-19

Living Safely and Fairly
With Covid-19

Lead: Alun Ireland

Responding to Covid-19:
current position

- Communications has played a key role in amplifying and localising national public health messaging, reassuring communities and supporting people impacted by Covid. Links to national messaging via weekly Cabinet Office briefing
- Regular local insight surveys and national research used to inform messaging and policy.
- Multi-channel communications campaign in place throughout the pandemic
- Tailored materials developed to address the information needs and concerns of priority audiences
- Additional investment in engagement and community capacity building, through Covid-19 funding with an emphasis on neighbourhood level messaging from trusted sources.

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Living Safely With Covid-19:
our priorities for the future

- Communications will be critical over coming months/weeks as policy and guidance changes
- Communications support will be required if risks increase (outbreaks, future peaks, variants and so on)
- Potential that humanitarian support may also be needed again in future peaks
- Recognised need for targeted messages and engagement support for those at risk or less likely to comply with public health messages
- Focus on where people can get help
- The focus on health equity through COVID Health Equity Manchester (CHEM) has transformed community engagement and built a level of trust and co-operation. This partnership approach is our blueprint for the future
- Communications support on wider health protection issues as part of building resilient health protection system.

Transition Plan:
how we will achieve this

- Develop a system-wide communications strategy and approach for the next 3 months to manage outbreaks, future peaks and variants of concern
- Develop a clear narrative with direction and guidance on how people can stay safe, protect themselves and their loved ones, particularly those at highest risk in their community
- Develop clear messages and guidance to businesses and the public on importance of staying at home for all communicable diseases
- Build on new approaches to community engagement rooted in equality and equity, including developing culturally competent, targeted public health messages supporting targeted engagement activity
- Continue using data and insights to increase the efficacy of messaging and activities.

Appendix 1, Item 4

8. COMMUNITY ENGAGEMENT

AIM: Deliver targeted community engagement that supports wider aims and objectives, ensuring that appropriate and culturally sensitive approaches are taken

Manchester Covid-19

Living Safely and Fairly
With Covid-19

Lead: Shefali Kapoor

Responding to Covid-19:
current position

Living Safely With Covid-19:
our priorities for the future

Transition Plan:
how we will achieve this

- Targeted engagement approaches taking place across the city, particularly with those communities where vaccination rates are low and/ or where there are higher numbers of the population that have been disproportionately affected by Covid-19.
- This activity and feedback received from the community has helped inform our communications material
- Additional resource embedded within the council's Neighbourhood team; work with health colleagues to focus on this activity
- Regular messaging going out to over 1000 community groups via Covid-19 Community Toolkit

- Continue to utilise day to day engagement activities as a way of promoting how to live with covid safely
- Work closely with health, COVID Health Equity Manchester (CHEM) and other partners to continue to proactively engage with communities that have been disproportionately affected by Covid-19
- Continue to use the Team Around the Neighbourhood and use of data and intelligence as a way of targeting activity and working in partnership to deliver activity at a local level
- Engagement model used for Covid-19 response to be used with other health protection issues affecting our communities as part of building a resilient health protection system

- Engagement Strategy to draw on learning from Covid-19, and sustainability of current work needs to be considered
- Embed activity through day to day activity via the Team Around the Neighbourhood.

9. DATA & INTELLIGENCE

AIM: Ensure that decisions in respect of the living safely and fairly with Covid-19 and the wider recovery programme are informed consistently by high quality data and intelligence

Responding to Covid-19: *current position*

Living Safely With Covid-19: *our priorities for the future*

Transition Plan: *how we will achieve this*

- **Data:** We access a range of individual record level data via Covid-19 Situational Awareness Explorer (Power BI) including positive and negative tests results, cases, contact tracing cases and contacts; enhanced contact tracing (common exposures and postcode coincidences) and vaccination
- **Surveillance:** We undertake a range of strategic and more in -depth analysis of patterns and trends in Covid-19 at whole population level utilising full range of data available
- **Reporting:** With partners, we produce a range of routine reports, dashboards and tools relating directly to Covid-19 for a number of different audiences, including Covid-19 Weekly Data Updates, Daily Covid-19 Dashboard, IMT Covid-19 19 update, Covid-19 Neighbourhood Surveillance Dashboard and Covid-19 recovery dashboard

- **Data:** Data derived from testing activities will be more limited in scope, thus necessitating the greater use of qualitative local insight from sounding boards, schools, universities and local businesses etc.
- **Surveillance:** We will move from whole population surveillance to surveillance based on targeted testing in high-risk setting and vulnerable populations and make greater use of alternative, non-testing-based data sources such as wastewater analysis
- **Reporting:** We will refocus our reporting on the new Manchester Health Protection Board. Less regular but more targeted reporting. Greater focus on Long Covid-19 and other sequelae of infection. Undertake more retrospective analysis of data as part of national / local review of Covid-19 response activities

- **Data:** Set up local data collection and recording processes. More joined up, structured arrangements for gathering, collating and analysing local insight from businesses and communities.
- **Surveillance:** Identify sources of syndromic surveillance e.g. hospital admissions, GP presentations, absenteeism for 'Covid-like-symptoms'.
- **Reporting:** Develop broader Health Protection Dashboard(s) to replace Covid-specific ones. More analysis will be undertaken at pan-LA level by GM ICS and GMCA teams ('do once and share').

10. EDUCATION SETTINGS

AIM: Support early years, schools, colleges, universities and other higher education settings to remain open and operate as safely as possible, using effective infection control measures, vaccination and supporting management of outbreaks

Manchester Covid-19

Living Safely and Fairly
With Covid-19

Leads: Amanda Corcoran & Christine Raiswell

EARLY YEARS, SCHOOLS AND COLLEGES

Responding to Covid-19:
current position

Living Safely With Covid-19:
our priorities for the future

Transition Plan:
how we will achieve this

Manchester Test and Trace, Education Teams and Health and Safety supporting education settings:

- Monitoring Covid-19 cases and supporting settings to manage situations
- Managing outbreaks using the Greater Manchester Outbreak Management Framework for Schools and Colleges
- Providing regular comms and guidance to settings
- Providing advice on Covid-19-related HR matters for schools
- Promoting vaccination
- Supporting with risk assessment and Covid-19 controls
- Schools encouraging regular asymptomatic testing and providing onsite testing at starts of term
- Enhanced testing to manage outbreaks including use of mobile testing units

- Continued role in supporting education settings with advice to manage outbreaks including enhanced measures and testing – in line with processes for other infectious disease outbreaks
- Continued regular testing in SEND and other specialist settings (regular testing for other education settings finished on 1st Feb)
- Education settings will need to have outbreak plans in place
- Ongoing communication between the local health protection system and education leaders around Covid-19 and other infectious diseases
- Increasing vaccination uptake in children and young people with a focus on health inequalities
- Continued role providing advice on Covid-19-related HR matters for schools
- UKHSA Educational Setting Advice Service (accessed through DfE Helpline) will be decommissioned from 31 March 2022. Our local helpline for education settings will continue to be available via our Health Protection Co-ordination Hub

- Manchester Public Health Advice to Schools Group will expand its remit to cover all education settings (early years through to Universities) and wider health protection issues. The group will continue to provide relevant advice.
- Ensure sufficient surge capacity is available to support outbreaks and single cases of high risk infections such as TB, in education settings (testing and outbreak vaccination/chemoprophylaxis where appropriate)
- Continue to support work to increase vaccination uptake, working with the Vaccination Programme Leads
- Implement EBug Programme across education settings

10. EDUCATION SETTINGS

AIM: Support early years, schools, colleges, universities and other higher education settings to remain open and operate as safely as possible, using effective infection control measures, vaccination and supporting management of outbreaks.

Manchester Covid-19

Living Safely and Fairly
With Covid-19

Leads: Sarah Doran, Jenny Clough, Arpana Verma

UNIVERSITIES AND HIGHER EDUCATION SETTINGS

Responding to Covid-19:
current position

Living Safely With Covid-19:
our priorities for the future

Transition Plan:
how we will achieve this

- Manchester Test and Trace supporting Universities and Higher Education settings
- Monitoring Covid-19 cases with regular joint meetings to examine cases
- Supporting with risk assessment and Covid-19 controls
- Supporting settings to manage situations
- Managing outbreaks using the Greater Manchester Outbreak Management Framework for Universities, with focus on outbreaks within Halls of Residence
- Providing regular comms and guidance to settings
- Promoting regular testing in students and staff
- Promoting vaccination uptake amongst students and staff
- Supporting Universities to manage Covid-19 related issues with International students and large scale events
- Universities Learning and Networking Group supports joint working between Universities, Manchester Test and Trace and UK Health Security Agency

- Continued role in supporting Universities and Higher Education settings with advice to manage outbreaks including enhanced measures and outbreak testing – in line with processes for other infectious disease outbreaks
- Universities and Higher Education settings will need to have outbreak plans in place
- Ongoing communication between the local health protection system and Universities around Covid-19 and other infectious diseases
- Continue to promote vaccination uptake in students and staff
- Continued role in supporting Universities to manage Covid-19 related issues with International students and large scale events
- UKHSA Educational Setting Advice Service (accessed through DfE Helpline) will be decommissioned from 31 March 2022. Our local helpline for education settings will continue to be available via our Health Protection Co-ordination Hub

- Universities Learning and Networking Group to continue to meet and focus on key events, such as Welcome week, sharing good practice, student mental health support with an emergency stand up option for outbreak situations
- Manchester Public Health Advice to Schools Group will expand its remit to cover all education settings (early years through to Universities) and wider health protection issues. The group will continue to provide relevant advice.
- Ensure sufficient surge capacity is available to support outbreaks and single cases of high risk infections such as TB, in University and HE settings (testing and outbreak vaccination/chemoprophylaxis where appropriate)
- Continue to support work to increase vaccination uptake, working with the Vaccination Programme Leads

11. WORKPLACES, BUSINESSES & BORDER

AIM: Support workplaces and businesses to operate as safely as possible, using compliance measures and enforcement powers where necessary. Support work to keep our border safe at Manchester Airport

Manchester Covid-19

**Living Safely and Fairly
With Covid-19**

Lead: Carmel Hughes

**Responding to Covid-19:
current position**

**Living Safely With Covid-19:
our priorities for the future**

**Transition Plan:
how we will achieve this**

- Environmental Health (EH) support outbreaks in Manchester workplace businesses and Borders at Manchester Airport
- EH partnership work with the Community Health Protection Team and Manchester Test and Trace Central Co-ordination Hub on complex settings such as Asylum Seekers settings and Bridging Hotels and with UKSHA on outbreak management at Immigration Centres and Justice settings
- Current work includes:
- Monitoring Covid-19 cases in workplace staff, supporting settings to manage situations and reporting to various regulators
- Managing outbreaks
- Providing support and guidance to Business owners and Managers providing regular comms and guidance to the settings
- Visits where concern is raised
- Engagement visits to small and medium sized businesses in wards identified in the 12 point plan
- Assistance at vaccination pop up events in local communities

- Continued role for regulatory services in managing outbreaks, particularly in workplaces, replicating approach for other infectious diseases/threats to health
- Ongoing communication and guidance to businesses on living safely and fairly with Covid
- Respond to concerns raised by employees and members of the public
- Promote vaccination programmes during visits to local businesses
- Ongoing communication and guidance supporting Hospitality and Large Venues with continued work with licensing strategy and local Out of Hours colleagues
- Ongoing work with the current HSE Spot check initiative for Office based settings in Manchester

- Continue to support and advise business on current national and local guidance
- Continue to use data and intelligence surveillance tools
- Facilitate DHSC/UKHSA wastewater epidemiology feasibility pilot schemes with high risk business settings and report findings and on going workstreams
- Continue to support the development and integration of the case management system for Covid infection in business settings
- Integrate covid and vaccination engagement work into food business visits and engage with the Manchester Food board, coordinated by Population Health Team, and focus on Food Poverty.
- Develop work with Be Smokefree (Shisha) Community outreach and the new Population Health Regulatory Project Manager

12. EVENTS, LEISURE & RELIGIOUS CELEBRATIONS

AIM: Facilitate the recovery of the city by supporting the shift from regulatory to voluntary guidance for events, leisure and religious celebrations, and to ensure the sector is well positioned to respond to any national policy changes

Manchester Covid-19

Living Safely and Fairly With Covid-19

Leads: Barry Gillespie & Carmel Hughes

Responding to Covid-19:
current position

Living Safely With Covid-19:
our priorities for the future

Transition Plan:
how we will achieve this

- Supporting, wherever possible, events, leisure and religious celebrations to take place.
- Population Health and Environmental Health active participation in planning, risk assessment and Safety Advisory Groups
- Taking a Twin Track Approach: Professional and expert liaison, advice and support to the sector, including large scale venues, to help them to deliver safe events and fulfil legal requirements; adequately protecting their staff, contractors and visitors
- We encourage staff to be vaccinated.
- Where businesses might fail to comply, the authority will exercise legal powers to enforce.

- We want Manchester to be a Covid-safe and welcoming city, with a thriving cultural, sports, leisure and religious offer, giving people a renewed sense of place
- We will support the sector to transition from regulatory to voluntary guidance for events, leisure, sports and religious celebrations
- We will continue to advise all events providers and venue operators of remaining legal responsibilities under the Health and Safety at Work Act and Workplace Health, Safety and Welfare Regulations, which will ensure that a level of control remains in place, enabling us and them to respond and manage risks from future possible Covid-19 scenarios

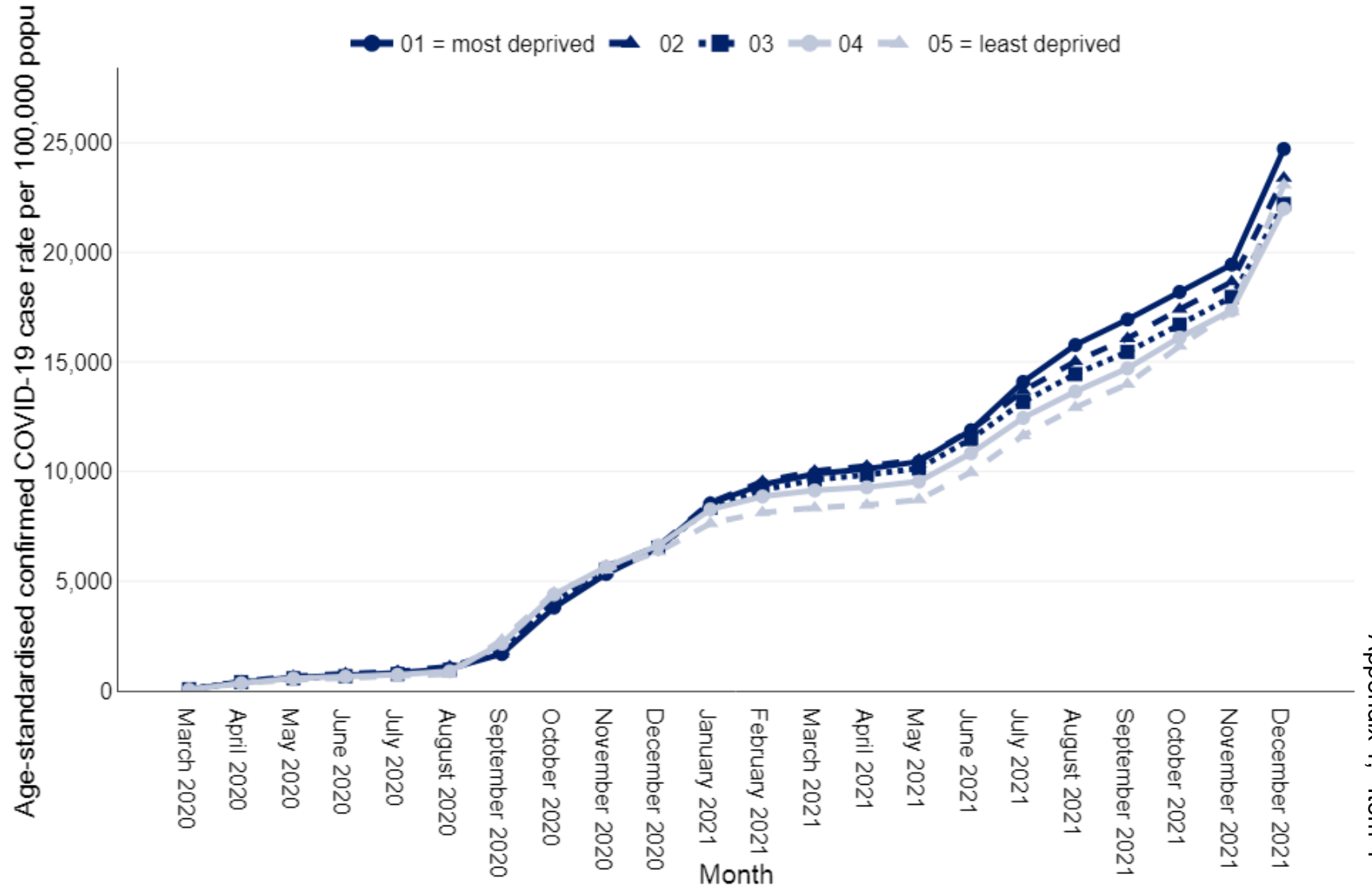
- Collaboration: We will build upon relationships and collaborations which began during the pandemic between Population Health, Environmental Health, and Licensing teams, including ongoing participation in the Safety Advisory Group Process
- Project Management Support: Population Health have employed a Project Manager to support areas where regulation can support and promote public health. This manager will capture and coordinate intelligence around risks in relation to events and beyond, coordinating collaborations with partners and escalating to the Director of Public Health if needed
- Vigilance: We will remind our partners and providers in the sector that some risk from Covid-19 remains, that risks may increase and decrease and that planning for all events, leisure and religious celebrations should be carried out with this in mind, particularly for mass participation events – both in respect of public, staff and medical response.

Resource Requirements

- The Government have agreed that unspent Contain Outbreak Management Fund (COMF) resources allocated in 2021/22 can be carried forward into 2022/23
- This will aid transition planning, however, COMF is not recurrent. Work will take place in the first quarter of 2022/23 with Council and Manchester Health and Care Commissioning/ICS colleagues to identify the core resources needed from the public health grant and other sources to sustain the revised health protection system. This will be a collaborative approach that will also involve the UK Health Security Agency (UKHSA)

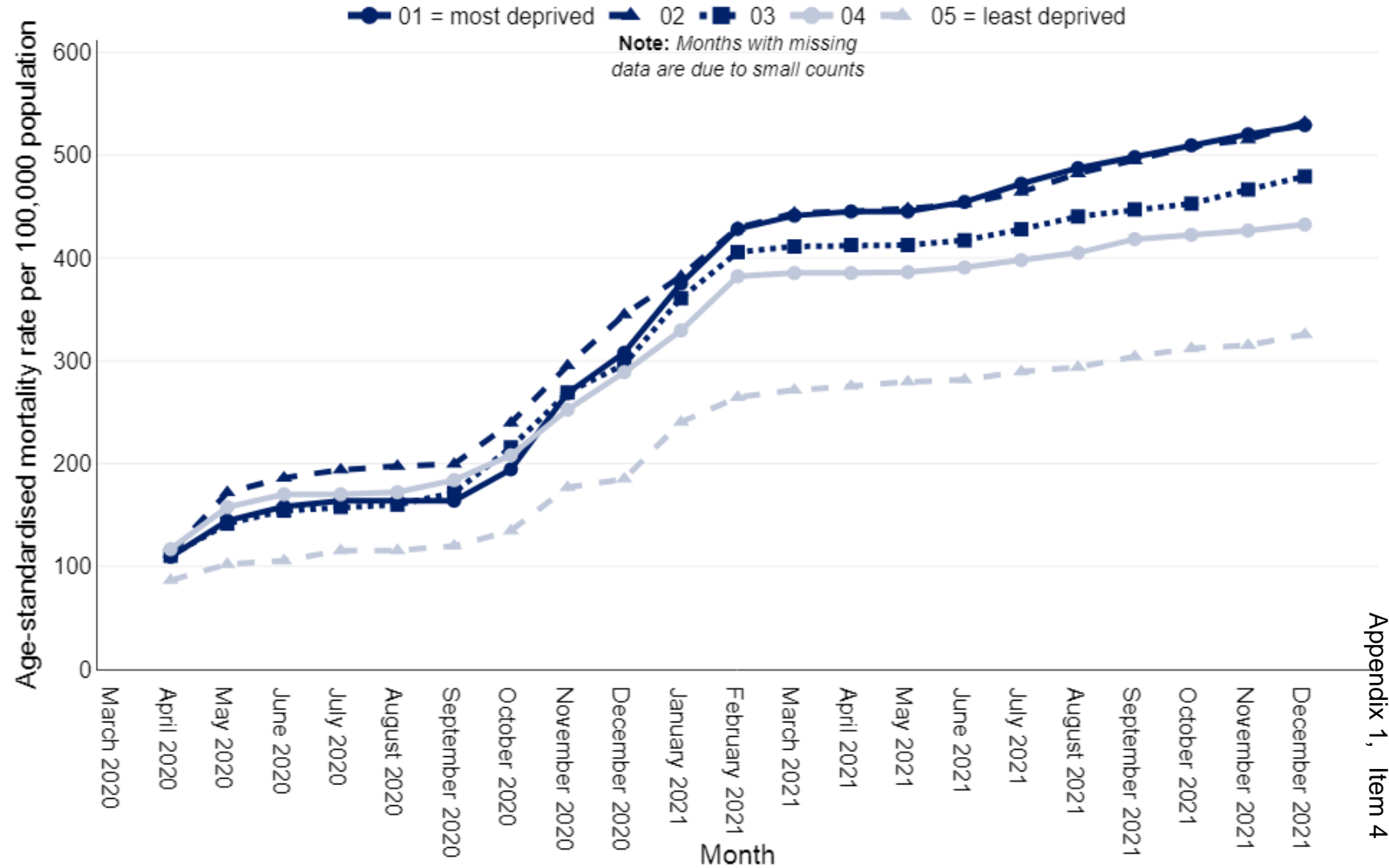
Appendix 1

Cumulative age-standardised COVID-19 cases rate per 100,000 population in Manchester by deprivation Quintile (March 2020 to December 2021)



Appendix 2

Cumulative age-standardised mortality rate per 100,000 population for deaths involving COVID-19 in Manchester by deprivation quintile (March 2020 to December 2021)



Appendix 3

WHO Predicted Scenarios

- **Scenario N°1: 5th endemic coronavirus** SARS-CoV-2 remains highly contagious but causes mild illness in the majority of cases. The virus can be grouped with the 4 other coronaviruses that circulate endemically. This scenario is not unrealistic, but it may take many years to be realised. SAGE estimates this could take as long as 5 years
- **Scenario N°2: “Flu-Like”** The disease presents itself as recurring epidemics when the conditions of transmission are favourable (similar to seasonal influenza). Since the population has basic immunity, severe forms of the disease are observed only in people at risk. It will be important to continue to vaccinate at-risk groups and adopt preventive measures when transmission is high
- **Scenario 3: Ongoing pandemic through new VOCs** A new variant emerges evading acquired immunity and resulting in a large number of cases. The health system is overloaded and therefore there are more deaths. The situation is very similar to what was experienced at the beginning of 2020 in many regions of the world

Appendix 4 (Part 1)

SAGE - Future evolution of the virus

There are various possible scenarios, including:

Key: Relative to Omicron characteristics

- Less/better
- Equal to
- More/worse

Scenario	Transmissibility	Immune escape	Intrinsic severity	Realised severity
1: Reasonable Best-Case	Equal to	Less/better	Equal to	Less/better
2: Central Optimistic	Equal to	Equal to	Equal to	Less/better
3: Central Pessimistic	More/worse	More/worse	Equal to	Equal to
4: Reasonable Worst-Case	More/worse	More/worse	More/worse	More/worse

Source: [S1513 Viral Evolution Scenarios.pdf \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/102222/S1513_Viral_Evolution_Scenarios.pdf)

Appendix 4 (Part 2)

SAGE - Future evolution of the virus

There are various possible scenarios, including:

1. Reasonable Best Case

- Further variants emerge but there are no gains in transmissibility and severity.
- Vaccines retain their effectiveness
- Minor seasonal/regional outbreaks.
- Existing vaccines used annually to boost only most vulnerable.
- Antiviral drugs reduce death and illness.

In next 12-18 months:

relatively small resurgence in Autumn/ Winter with low levels of severe disease

2. Central Optimistic

- Waves of infection occur
- Waning immunity and/or
- New variants, some will cause more severe disease
- Good and bad years
- Immunity protects most people
- Resistance to antiviral drugs starts

In next 12-18 months:

seasonal wave of infections in Autumn Winter with similar size and severity to Omicron wave

3. Central Pessimistic

- Repeated, disruptive waves of infection
- Waves driven by unpredictable emergence of variants
- Existing immunity and new vaccines continue to protect people
- Resistance to antiviral drugs is widespread

In next 12-18 months:

emergence of new variant of concern results in large waves of infections at short notice and outside Autumn/ Winter season. Severe disease and mortality concentrated in certain groups – unvaccinated, vulnerable, older people

4. Reasonable Worst Case

- High levels of transmission
- Incomplete global vaccination
- Transmission among animals leads to repeated emergence of variants (some which cause severe disease and escape immunity)
- There are increased long term impacts of infection

In next 12-18 months:

large waves of infections with increased levels of severe disease seen across populations, with most severe health outcomes primarily in people with no prior immunity

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**Manchester City Council
Report for Information**

Report to: Executive – 16 March 2022

Subject: Our Manchester Progress Update

Report of: The Chief Executive

Summary

The report provides an update on key areas of progress against the Our Manchester Strategy – Forward to 2025 which resets Manchester’s priorities for the next five years to ensure we can still achieve the city’s ambition set out in the Our Manchester Strategy 2016 – 2025

Recommendations

The Executive is requested to note the update provided in the report.

Wards Affected: All

Environmental Impact Assessment - the impact of the decisions proposed 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	The work to reset the Our Manchester Strategy considered all five of the Strategy’s existing themes to ensure the city achieves its aims. The themes are retained within the final reset Strategy, Forward to 2025.
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	
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Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None

Financial Consequences – Capital

None

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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.

Executive Report – 17th February 2021 - Our Manchester Strategy – Forward to 2025

1.0 Introduction

- 1.1 This is the ninth in an ongoing series of reports highlighting examples of areas where strong progress is being made against key strategic themes identified in the Our Manchester Strategy.

2.0 Ukraine

- 2.1 Manchester stands ready to welcome any Ukrainian refugees who relocate to the city. While Manchester has a relatively small Ukrainian population, we are continuing to provide help and support to residents of the city who want to bring Ukrainian relatives to the UK.
- 2.2 The Council is in regular communication with the Government and has begun to co-ordinate planning activity to make suitable provision for any arrivals. At the time of writing, further details of the Government's Local Sponsorship scheme for Ukrainians were awaited. We are also exploring options for any local fundraising which may be required to augment the support available.

*Relates to Our Manchester themes:
Progressive and Equitable City*

3.0 Heaton Hall

- 3.1 The latest phase of repairs to Grade I-listed Heaton Hall, in Heaton Park, has been completed.
- 3.2 The Hall has received funding support from Historic England and Manchester City Council to conduct essential maintenance works and ensure the building is protected in the future. The building, which dates back to 1772 and is considered one of the North West's most important heritage assets, has been on Historic England's At Risk list for many years.
- 3.3 The Hall has undergone five phases of essential maintenance works. The previous four phases have consisted of work including repairs to the east and west wings; replacement of the windows and shutters and, fixing the roof of the Orangery to protect the Hall.
- 3.4 The latest phase consists of on-going maintenance repair works including the replacement of recently broken windows, rendering repairs, and internal repair work on the first floor. Maintenance and ongoing repairs were started more than three years ago and have now been completed to help protect the architectural gem for future generations.
- 3.5 The Friends of Heaton Park will conduct free, monthly guided tours on for groups to enjoy on Sunday 10 April, Sunday 8 May, Sunday 19 June, Sunday 10 July, Sunday 14 August, Saturday 10 September and Sunday 11 September. There will also be charged, guided tours around the Hall on every second Sunday conducted by Blue Badge Guide Jonathan Schofield.
- 3.6 Manchester's flagship Heaton Park – along with the iconic Heaton Hall – has

also benefited from major improvement works that will help maintain one of the city's best-loved green spaces and most popular cultural attractions.

- 3.7 Recently, 18 English oak trees have been planted in Heaton Park, on either side of the tram track near the Middleton Road entrance as part of the £1m Tree Action MCR programme, funded by Manchester City Council.
- 3.8 Over the past five years the Council has been refashioning aspects of the park in a sustainable way to help ensure accessibility and to further enhance the setting of the Hall and make the Grade I building a fitting focal point of the wider park landscape. Improvements include the provision of new toilets in the park; creating wider entrances; the resurfacing of main paths and installing 23 new benches.
- 3.9 For information on the Friends of Heaton Park and their tours:
<https://www.facebook.com/FriendsofHeatonHall/>

For more information on the Jonathan Schofield tours please visit:
<https://www.jonathanschofieldtours.com/heaton-hall-and-park-tour.html>

*Relates to Our Manchester Strategy themes:
 Thriving and Sustainable City*

4.0 Digital Strategy

- 4.1 Manchester's new Digital Strategy, setting out how the city can grow its thriving digital sector while ensuring residents are equipped with the skills and infrastructure to benefit, was launched at the Digital City Festival earlier this month.
- 4.2 Manchester Digital Strategy is a vision for the whole city – the public, private, voluntary and community sectors, and not least Manchester residents – covering the period up to 2026. The Council has led on its development but with the input of 63 partners and networks.
- 4.3 Manchester is Europe's fastest-growing 'tech city' with an economy worth an estimated £5bn, employing 58,000 people in more than 10,000 businesses.
- 4.4 The strategy aims to help Manchester become a world-leading digital city – mirroring and contributing to the goals of the wider Our Manchester Strategy for the city. This means tackling digital exclusion, which often goes hand in hand with social exclusion, and helping ensure that the workforce in the digital sector reflects the diversity of the city.
- 4.5 Technology can also be harnessed to support other ambitions – such as the target of Manchester becoming zero carbon by 2038 or earlier.
- 4.6 The strategy has four key themes:
- 4.7 *Smart People*

4.8 Ensuring Manchester people have the skills and opportunities to access jobs in the growing digital sector – and to access services digitally. This includes working with industry and training providers to ensure that people are equipped with the skills which will be in demand, including in more specialist sectors. Investments in facilities such as Manchester College’s new city centre campus and Manchester Metropolitan University’s School of Digital Arts (SODA) are already beginning to bolster training and skills provision. Encouraging entrepreneurship and providing new routes into the sector – for example skills bootcamps – will also help break down barriers and promote diversity.

4.9 *Digital Places*

Creating the right network access and digital infrastructure to support growth and innovation in connected ‘digital neighbourhoods’ - and making use of data to support service delivery.

4.10 *Future Prosperity*

4.11 Enabling the digital economy and ecosystem to grow while improving the connections between businesses and Manchester people. This includes strengthening existing networks, identifying new potential areas for growth and working with organisations such as Greater Manchester Combined Authority and MIDAS on targeted digital investment.

4.12 *Sustainable Resilience*

4.13 Using digital innovations to help meet zero carbon and climate resilience goals. This includes looking at how collecting and sharing data around carbon emissions could help reduce them and how technology can help manage demands on energy, for example through the increasing use of electric vehicles.

4.14 The Council will move to establish a small digital team to help work with key stakeholders to help deliver the strategy.

4.15 To read the full strategy visit www.manchester.gov.uk/digitalstrategy

Relates to Our Manchester Strategy themes:

Connected City

Highly Skilled City

5.0 Council Tax rebate and discretionary schemes

5.1 Government has announced two schemes to support households facing rising energy costs: The £150 Council Tax Rebate scheme and a discretionary scheme that aims to support those who do not qualify for the Rebate scheme but are still facing hardship. Government wants payments to go out as soon after 1 April 2022 as feasible and the Council will work to process them as

quickly as possible.

5.2 *Council Tax Rebate scheme*

5.3 The person liable for Council Tax in every occupied property in Council Tax Bands A - D (nearly 96% of Manchester properties) will receive a one-off payment of £150. Residents who pay Council Tax by Direct Debit (around 110,000) will receive the payment directly into their bank account. Those who do not (around 105,000) will be written to and invited to make an application. This scheme is fully funded by central government.

5.4 Third party software has been identified to receive the applications. It will make the necessary prepayment checks to identify possible fraudulent applications and offer the option of having the payment credited to an applicant's Council Tax account. There will be an option for an assisted application to be made for those who are digitally excluded and methods of payment for those who do not have a bank account have been identified.

5.5 *The Discretionary Scheme*

5.6 The Council will receive £1.6 million to fund this scheme. It will be aimed at all those residents in Band E properties, those in receipt of Council Tax Support in Band F – H properties, residents of Houses in Multiple Occupation (who are not liable for Council Tax) with responsibility for their energy costs and new residents in bands A to E properties who have not already received a £150 payment.

5.7 *Resources*

5.8 These schemes will be principally delivered by staff in the Revenues, Benefits and Customer Service Organisation with support from colleagues in Finance, Communications and ICT. Given the number of applications that may be received (up to 105,000) it is expected to be a considerable drain on resources. New burdens funding will be made available by central government, but this is unlikely to cover the cost of administering the scheme in full.

*Related Our Manchester Strategy themes:
Progressive and Equitable City*

6.0 Housing support

6.1 A new support fund is being established for Manchester City Council tenants struggling financially when rent increases come into force this April.

6.2 Some £200,000 has been set aside by the Council for one-off payments to tenants who find themselves facing severe financial difficulties. An application process is being developed and payments will be made by bank transfer or vouchers to those assessed as meeting the criteria.

- 6.3 The Housing Support Scheme will not be open to people who have purchased their homes under right to buy or are on shared ownership schemes.

*Relates to Our Manchester strategy themes:
Progressive and Equitable City*

7.0 White Ribbon accreditation

- 7.1 Manchester City Council has been awarded White Ribbon accreditation in recognition of its work to tackle male violence against women.
- 7.2 White Ribbon is a global campaign that encourages people, especially men and boys, to individually and collectively take action, challenge behaviour and change the culture that leads to abuse and violence. Their mission is for all men to fulfil the White Ribbon Promise to never commit, excuse or remain silent about male violence against women.
- 7.3 Receiving the accreditation demonstrates Manchester City Council's commitment to improving culture, safety and morale within the organisation and the city. It also helps staff and communities address the serious issue of male violence against women and shows them how they can challenge all acts of misogyny and male chauvinism.
- 7.4 To amplify female voices in the city, the Council are assembling a task force of women Councillors who will ensure that issues affecting women are highlighted and tackled by Manchester City Council. The Council has also pledged to call on Greater Manchester Police to record the harassment of women and girls as a hate crime now, ahead of the Government deadline in Autumn.
- 7.5 Commitments made by Manchester City Council in their White Ribbon action plan include: establishing a network of male ambassadors to promote the message and raise awareness with other men across the city; updating its workplace domestic and sexual abuse policies, guidance and training; ensuring through the Safe Accommodation Pathway that there are housing and support services for women and children who need to flee violence and abuse; co-ordinating a range of measures to improve the safety of the city's night-time economy.
- 7.6 Individuals can join over 37,000 others who have signed the White Ribbon UK pledge and get more information online at whiteribbon.org.uk.

*Relates to Our Manchester Strategy themes:
Progressive and Equitable City*

8.0 Social Value

- 8.1 Figures released last month highlighted the positive role of the Council's spending power in creating opportunities for Manchester residents.

- 8.2 Analysis of the Council's spending with its top 300 suppliers produced by the Centre for Local Economic Strategies (CLES) was published as the city hosted a conference about the role procurement can play in 'Building Back Fairer.'
- 8.3 The economic and health impacts of the Covid-19 pandemic which have hit some Manchester residents – including the over-50s, young people, members of ethnic minorities and low-income communities – disproportionately.
- 8.4 When the Council is awarding contracts for goods and services, it takes into account what a supplier will 'give back' to the city through jobs, apprenticeships and other opportunities for Manchester residents (especially those facing the most disadvantage); whether they have good working conditions and pay employees the Real Living Wage and what they are doing to cut their carbon emissions in line with the city's wider environmental ambitions. Together these factors make up almost one third of the total score when bids are being assessed.
- 8.5 Statistics for 2020/21 show that the Council spent £416m with its top 300 suppliers of which 59% - some £247 million-worth was with Manchester-based organisations, more than half of that (50.9%) with small and medium-sized enterprises (SMEs.)
- 8.6 This spending enabled the creation of 2,303 jobs and 629 apprenticeships, as well as 2,703 opportunities (such as work placements or pre-employment training) to help 'hard to reach' people overcome barriers to employment.
- 8.7 On top of this, suppliers to the Council supported 141,528 volunteering hours to support the voluntary and community sector in the city.
- 8.8 For further information on CLES' analysis of the Council's procurement spending in 2020/21, the most recent complete year, visit: www.cles.org.uk/MCCSpend

*Relates to Our Manchester Strategy themes:
 Progressive and Equitable City
 Thriving and Sustainable City
 Highly Skilled City*

9.0 Wythenshawe Park cycle hub

- 9.1 Funding has been secured for a £1.5 million community cycling facility in Wythenshawe Park.
- 9.2 Work has started on the development of the Cycle Hub which will see the creation of a traffic-free cycle facility for all the family, including a learn to ride area, skills zone, pump track, woodland trails, and family trail.
- 9.3 The £1.55million investment in the park's infrastructure has been made possible following a successful application by Manchester City Council to the

Places 2 Ride Fund.

- 9.4 Wythenshawe Park has received an award offer of £500k from the Places to Ride programme (which is being delivered through a partnership of British Cycling, MCR Active, Sport England and the Department of Digital, Culture, Media, and Sport (DCMS). This funding has been matched by the City Council through the Parks Development Programme to develop the chosen area of the park into a Cycle Hub and improve the surrounding facilities.
- 9.5 The hub will be a family-friendly space based around the existing athletics track area of the park. It will be a safe space for both new and seasoned riders to develop their skills and confidence in a traffic free environment.
- 9.6 Wythenshawe Cycling Hub will be free to access, and the public will be able to book cycling lessons with trained instructors for beginners, intermediate and advanced cyclists.
- 9.7 The new facilities will create opportunities for existing on-site partnerships such as Simply Cycling and Nacro to extend their offer to the community.
- 9.8 In tandem with this, the investment aims to motivate more Mancunians to learn how to cycle, to choose cycling as their mode of transport and, encourage people to take advantage of the increasing number of cycle routes in and around the city.
- 9.9 Work is well underway in the park- the hub began development in late 2021, after a public consultation found that over 1,800 people supported the scheme, the facility is on track to open in Summer 2022.
- 9.10 The investment is the latest phase of a wider ambition to improve the sports facilities in the park, it builds on the investment previously made to improve the tennis facilities and, will complement the work officers are exploring to secure investment to improve sports pitches, changing and the athletics track. This will ensure that the sports zone of the park is completely modernised over the next five years.

*Relates to Our Manchester Strategy themes:
Liveable and Low Carbon City
Connected City*

10.0 Contributing to a Zero-Carbon City

- 10.1 Achieving Manchester's zero carbon target has been reflected throughout the work on the Our Manchester Strategy reset, with sustainability being a key horizontal theme throughout. Forward to 2025 restates Manchester's commitment to achieving our zero carbon ambition by 2038 at the latest.

11.0 Contributing to the Our Manchester Strategy

- 11.1 The reset of the Our Manchester Strategy will ensure that the city achieves its

vision. The five themes have been retained in the reset Strategy, with the new priorities streamlined under the themes.

12.0 Key Policies and Considerations

12.1 There are no particular equal opportunities issues, risk management issues, or legal issues that arise from the recommendations in this report.

13.0 Recommendations

13.1 The Executive is requested to note the update provided in the report.

Manchester City Council Report for Resolution

Report to: Executive – 16 March 2022

Subject: Capital Programme Update

Report of: Deputy Chief Executive and City Treasurer

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 Council proposals that require specific Council approval.

Recommendations

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

- Growth and Development – Our Town Hall Levels 5 and 6. A capital budget increase of £1.170m is requested, funded by Capital Receipts.
- Growth and Development – Back of Ancoats: Public Realm and Mobility Hub. Subject to final approval of the Council's bid for grant funding by Government, a capital budget increase of £32.7m is requested. Acceptance of the bid and any conditions be delegated to the Strategic Director for Growth and Development in consultation with the Deputy Chief Executive and City Treasurer and the Executive Member for Finance
- Neighbourhoods - Wythenshawe Park - Commercial Master Plan and Strategic Transport Plan. A capital budget decrease from Parks Development Programme Budget of £0.080m is requested and approval of a corresponding transfer of £0.080m to the revenue budget, funded by Capital Fund.

Executive is also asked to note:

- The increases to the programme of £0.490m as a result of delegated approvals.
 - The virements in the programme of £0.369m 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.

Our Manchester Strategy outcomes	Contribution to the strategy
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 revenue budget of the City Council will increase by £0.080m, if the recommendations in this report are approved.

Financial Consequences – Capital

The recommendations in this report, if approved, will increase Manchester City Council's capital budget by £33.759m 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 17th February 2021 – Capital Strategy and Budget 2020/21 to 2024/25

Report to the Executive 17th March 2021 - Capital Programme Update

Report to the Executive 2nd June 2021 – Capital Programme Update

Report to the Executive 30th June 2021 – Capital Programme Update and Capital Programme Monitoring 2020/21 Outturn

Report to the Executive 28th July 2021 – Capital Programme Update

Report to the Executive 15th September 2021 – Capital Programme Update

Report to the Executive 20th October 2021 – Capital Programme Update

Report to the Executive 17th November 2021 - Capital Programme Monitoring 2021/22

Report to the Executive 19th January 2022 – Capital Programme Update

Report to the Executive 16th February 2022 – Capital Strategy Report and Capital Programme Monitoring 2021/22

1.0 Introduction

- 1.1 This report outlines the requests for changes to the capital budget from 2021/22.

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 Council for the approval of the five-year capital programme. Proposals for the capital budget were presented to the Executive on 17th February 2021, with the updated forecast presented on 16th February 2022.
- 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 16th February 2022. The impact of changes to the Capital Budget from previous reports are detailed in Appendix 3.
- 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 Proposals Not Requiring Specific Council Approval

- 3.1 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 £10.0m, 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:
- 3.2 Growth and Development – Our Town Hall Level 5 and 6 Fit Out. Additional funding is required for the fit out of levels five and six for the Our Town Hall Project. The original proposal was for a commercial tenant to fund the works but following market advice that the accommodation is more suitable for the public sector, the accommodation has now been incorporated into the Council's wider estates strategy. A capital budget increase of £0.573m in 2022/23 and £0.597m in 2023/24 is requested, funded by Capital Receipts.

- 3.3 Growth and Development – Back of Ancoats: Off-site infrastructure to facilitate residential development includes Public Realm and the Ancoats Mobility Hub. The Back of Ancoats programme will deliver an innovative Mobility Hub, new public realm, and land acquisition / remediation in order to facilitate the regeneration of the area with the delivery of 1,500 new homes. The regeneration of the Back of Ancoats is a major opportunity to initiate a programme of transformational growth across the Eastern Gateway in Manchester.
- 3.4 The programme of works will deliver the necessary off-site infrastructure to achieve place making and site delivery through public realm to unlock development sites and a state-of-the-art Ancoats Mobility Hub to release land for housing and provide a sustainable transport solution for the Eastern Gateway. Consequently, the partnership-working would create a platform for investors and developers to deliver additional housing. Funding from various public sector sources will remove development constraints and unlock otherwise unviable development. Funding from Homes England is subject to final approval from the Treasury. A capital budget increase of £0.866m in 2021/22, £13.778m in 2022/23 and £18.025m in 2023/24 is requested, funded by £4.4m Greater Manchester Combined Authority (GMCA) Brownfield Land Funding grant, £28.1m Government Grant from Homes England and £0.200m funded by Capital Fund.
- 3.5 As noted above, the government grant funding from Homes England is subject to approval from the Treasury. In order to progress the Mobility Hub element of the scheme it is proposed that work is progressed on the project before the expected final approval is received, noting that this would be work conducted at risk – if the funding is not approved, the Council would need to fund any costs incurred.
- 3.6 Neighbourhoods - Wythenshawe Park - Commercial Master Plan and Strategic Transport Plan. The funds are to commission a Commercial Master Plan and a Strategic Transport Plan for Wythenshawe Park. The commercial plan will identify and set out investment opportunities into the park informing priorities across the site to build on the existing offer and activate the existing infrastructure. The Strategic Transport Plan will inform the external and internal traffic management requirements and active travel plans in partnership with Highways to look to accommodate an increase in visits for ongoing and future developments to the site. The traffic plan is also a planning condition of the ongoing Wythenshawe Cycling Hub project which will need to be discharged before July 2022. A capital budget decrease from Parks Development Programme Budget of £0.080m is requested and approval of a corresponding transfer of £0.080m to the revenue budget, funded by Capital Fund.

4.0 Delegated budget Approvals

- 4.1 There have been increases to the programme totalling £0.490m as a result of delegated approvals since the previous report to the Executive on 16th February 2022. These are detailed at Appendix 2.

5.0 Virements from Approved Budgets

- 5.1 Approval has been given for a capital budget virement from Highways Improvement Budget for 40mph Speed Limit Reduction Programme. The £0.300m budget will implement new reduced speed limits from 40mph to 30mph at ten locations across the city, these include: Moseley Road, Mancunian Way, Wilbraham Road, Dawson Street, Egerton Street, Regent Road, Kingsway, Styal Road, World Way and Broadway A663
- 5.2 A capital budget virement was approved to address problems on the Avro Hollows District Heating Scheme. The £0.069m funding from within the Northwards Programme budget will carry out the immediate heat meter replacement at 159 properties.

6.0 Prudential Performance Indicators

- 6.1 If the recommendations in this report are approved the General Fund capital budget will increase by £33.759m across financial years, as detailed in Appendix 1.
- 6.2 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.

7.0 Contributing to a Zero-Carbon City

- 7.1 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.

8.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

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

(b) A highly skilled city

- 8.2 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

- 8.3 Improvements to services delivered to communities and enhanced ICT services.

(d) A liveable and low carbon city

8.4 Investment in cultural and leisure services and housing.

(e) A connected city

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

9.0 Key Policies and Considerations**(a) Equal Opportunities**

9.1 None.

(b) Risk Management

9.2 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

9.3 The approvals set out in this report are in accordance with the Council's constitution.

10.0 Conclusions

10.1 The revenue budget of the City Council will increase by £0.080m, if the recommendations in this report are approved.

10.2 The capital budget of the City Council will increase by £33.759m, if the recommendations in this report are approved.

11.0 Recommendations

11.1 The recommendations appear at the front of this report.

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Appendix 1- Requests for Adjustments to the Capital Budget Provision

Dept	Scheme	Funding	2021/22	2022/23	2023/24	Future	Total
			£'000	£'000	£'000	£'000	£'000
<u>Executive Approval Requests</u>							
Growth and Development	Our Town Hall - Levels 5 and 6 Additional Funding	Capital Receipts		573	597		1,170
Growth and Development	Back of Ancoats - Public Realm and Mobility Hub	Government Grant - Homes England	-	10,044	10,152	7,873	28,069
Growth and Development	Back of Ancoats - Public Realm and Mobility Hub	Government Grant - Brownfield Land Fund	666	3,734			4,400
Growth and Development	Back of Ancoats - Public Realm and Mobility Hub	Capital Fund	200				200
Neighbourhoods	Wythenshawe Park - Commercial Master Plan and Strategic Transport Plan	Borrowing reduction, funding switch via Capital Fund	- 80				- 80
<u>Total Executive Approval Requests</u>			786	14,351	10,749	7,873	33,759

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Appendix 2 - Approvals under authority delegated to the City Treasurer

Dept	Scheme	Funding	2021/22	2022/23	2023/24	Future	Total
			£'000	£'000	£'000	£'000	£'000
Growth and Development	Space Studios Phase 3 – Disposal Costs	Capital Fund	40				40
Growth and Development	Public Realm Strategy – Back of Ancoats Phase 1	Government Grant	200	100			300
Neighbourhoods	British Cycling Wind Tunnel Grant	Waterfall Fund	150				150
Total Delegated Approval Requests			390	100	0	0	490

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Appendix 3 - Capital Programme Budget 2021-25

	Approvals			
	Council	Executive	Delegated	Total
	£'000's			
Capital Outturn 2020/21		1,034,971		1,034,971
Executive June 2nd	-2,372			-2,372
Executive June 30th	19,013	3,781	75	22,869
Executive July 28th	21,556	7,149	295	29,000
Executive September 15th	661	3,347	320	4,328
Executive October 20th	203	5,985	376	6,564
Executive November 17th	34,000			34,000
Executive January 19th	1,225	22,978	599	24,802
Executive February 16th	30,029	-796	861	30,094
Executive March 16th			490	490
Total Revised Budget	104,315	1,077,415	3,016	1,184,746

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**Manchester City Council
Report for Resolution**

Report to: Children and Young People Scrutiny Committee - 9 March 2022
Executive – 16 March 2022

Subject: Manchester Sensory Support Service Commission

Report of: Strategic Director of Children and Education Services

Summary

This report outlines a proposal to commission a provider through an open tender process to run the Manchester Sensory Support Service. The report covers the statutory requirements for the sensory service, the governance arrangements explored and recommends an option for the future provision of the Sensory Support Service in order to deliver an outstanding service and improve outcomes for children and young people with sensory impairment. The budget for this service is £2.83 million and there are no plans to reduce this budget as part of the proposals outlined in this report.

Recommendations

It is recommended that;

1. The Children and Young People Scrutiny Committee comment on this proposal.
 2. The Executive
 - (i) Approves progressing option 3 within a budget envelope of £2.83m per annum.
 - (ii) Delegate authority to the Strategic Director for Children and Education to do all things necessary to conduct the procurement exercise and award the contract for the service in consultation with the Deputy Chief Executive, City Treasurer.
 - (iii) Authorises the City Solicitor to enter all necessary documentation to give effect to the recommendations and details set out in the report.
-

Wards Affected - All

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

N/A

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 Sensory Support Service will support all schools to be inclusive and improve the outcomes for children and young people with a sensory impairment. This will enable them to access employment and other opportunities in the city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	An effective Sensory Support Service will work in partnership with education providers in the city to make sure that children and young people achieve their potential in education and develop skills and talents which will enable them to access jobs and opportunities created in the city.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Regular attendance at a high performing, inclusive school and access to the right support helps all children and young people to develop appropriate social skills, self respect and respect for others and therefore make a positive contribution to their community.
A liveable and low carbon city: a destination of choice to live, visit, work	Access to effective and inclusive schools providing high quality education is central to the Council's strategy of developing sustainable neighbourhoods, to make Manchester increasingly attractive to economically active people as a place to live, work and bring up children.
A connected city: world class infrastructure and connectivity to drive growth	Enabling children and young people to use technology effectively will enhance their opportunities in the labour market and ability to connect with friends.

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 plans to reduce the commission for the Sensory Service, therefore, in considering the options presented the financial consideration focuses on robust financial oversight rather than on financial savings. The commission remains £2.83 million.

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.

1. Report to Children and Young People Scrutiny Committee and Executive: Changes to Lancasterian Sensory Support Service, March 2017
2. Report to Children and Young People Scrutiny Committee: SEND Annual Report, March 2020
3. Report to Children and Young People Scrutiny Committee: Local Area SEND Inspection Letter, March 2022

1.0 Introduction

- 1.1 Our Manchester, Our Children: Manchester's Children and Young People's Plan, outlines the vision of a 'safe, happy, healthy and successful future for children and young people.'
- 1.2 During November 2021, Ofsted and the Care Quality Commission conducted an Area Special Educational Needs and Disability (SEND) Inspection of Manchester. Inspectors reported that '*Leaders have a clear vision for improving the outcomes for children and young people with SEND. This vision is communicated to stakeholders with passion and ambition. Leaders have made progress in improving the quality of provision for children and young people with SEND since the 2014 reforms.*'
- 1.3 In order to realise this vision, Manchester City Council has the highest possible expectations for children and young people with sensory needs: that they can aspire to reach their potential academically, have friends, be active in their communities, have support for their health and emotional wellbeing and be able to access work and independence as adults.
- 1.4 Manchester City Council offers a wide range of specialist services and provision for children and young people with special educational needs and disabilities (SEND) within the city: inclusive mainstream settings, schools and colleges; mainstream education with support; resourced mainstream provision; specialist education provision for children and young people with different types of needs. The local authority ensures the range of specialist services, and the number and types of specialist provision is continually reviewed to ensure there is a sufficient range and choice of 'school places' to meet children's presenting need and that settings and services deliver good outcomes for children and young people with SEND. This is also a requirement of the Special Educational Needs and Disability Code of Practice 2015.
- 1.5 In 2017, the Executive agreed the proposal for the local authority to continue commissioning Lancasterian School to run the Sensory Support Service, for the specification of the commission to be revised and the value of the commission reduced by £275,510 to £2.83 million. These changes were designed to make sure the Sensory Support Service was affordable; provide children and young people with access to specialist support and/or equipment to access learning, be responsive to changing individual needs and would contribute to the improvement of the outcomes for children and young people with a sensory impairment. There are no plans to reduce this budget as part of the proposals outlined in this report.
- 1.6 The role of the Sensory Support Service was acknowledged in the Ofsted CQC inspection report: '*The Manchester Sensory Service gives advice to parents of visually and hearing-impaired children, including those without an EHC plan. They help parents to make more informed decisions about education and specialist equipment and how to access community activities.*'

2.0 Background

2.1 National context

The SEND Code of Practice 2015, states that: ‘Many children with vision impairment (VI), hearing impairment (HI) or a multi-sensory impairment (MSI) will require specialist support and/or equipment to access their learning or habilitation (mobility) support.’ (paragraph 6.34). It goes on to say that schools should work closely with the Local Authority to agree the range of local services and clear arrangements for making appropriate requests. This might include schools commissioning specialist services directly which include: specialist teachers with a mandatory qualification for children with HI and VI (paragraph 6.61). The Code of Practice does not specify how these specialist services should be organised or commissioned.

- 2.2 In 2021, 86% of educational support services for deaf children nationally were directly operated by their local authority (CRIDE 2021). 4% were commissioned to a resourced provision or special school for deaf children. The other 8% were provided by another body or organisation or through a joint arrangement between local authorities or one authority and a public or private organisation. The national picture for services for children with visual impairment would likely be similar to those for hearing impaired pupils. All education services for sensory impairment (SI) in Greater Manchester are operated directly by the relevant Local Authority currently.

2.3 Local context

Manchester Local Authority commissions specialist support schools to provide outreach support to mainstream schools and settings to ensure the environment is inclusive and staff have the skills and resources to teach and support children and young people with SEND. The local authority has commissioned Lancasterian School through a service level agreement to provide a city-wide Sensory Support Service since 2011. The Service is funded through the High Needs Block within the Dedicated Schools Grant (DSG). The value of the SLA is £2.83 million. Following a period when Lancasterian School has faced a number of challenges including a change of leadership and governors and after implementing some alternative arrangements, in 2021 Lancasterian School confirmed that it no longer wishes to provide governance and oversight for this service, so the local authority needs to seek a new provider.

- 2.4 The vast majority, of children and young people with sensory needs have their needs identified, assessed and provided for within local mainstream provision. Only in a minority of cases does a child or young person have sensory needs of a severity or complexity which require a statutory assessment, Education, Health and Care Plan (EHCP) and/or specialist or resourced provision. For these children, flexible support in local mainstream provision is the first option considered. For some children, very specialist provision will be required which may be best provided by placement in a specialist school or a mainstream school with specialist resourced provision.

- 2.5 The Sensory Support Service supports all children and young people who have a sensory impairment such that additional support and/or advice are required, at home, in nursery settings and in primary, secondary and special schools. The age group supported by the Service ranges from birth to leaving school provision, i.e. 16 or 19 depending on provision. The Service also supports young people to make a good transition to post 16 provision.
- 2.6 Hearing and Visual Impairments are low incidence needs. The Sensory Support Service currently provides support to 629 children and young people with different levels of Hearing Impairment (HI) in 184 settings; 417 children and young people with Visual Impairment (VI) in 149 settings. The severity of condition and degree of support required varies. 28 children/young people communicate in British Sign Language and 15 are Braille users.
- 2.7 The Sensory Support Service is commissioned to provide:
- A peripatetic service to promote inclusion and maximise outcomes for children and young people 0-25 in Manchester
 - Specialist staffing to maximise the outcomes of deaf children and young people in resourced provisions.
 - Training for staff in educational settings across Manchester to enable them to better meet the needs of sensory impaired learners
 - Individualised assessment, advice, training and direct interventions for children and young people referred to the service.
 - Specialist advice to the local authority to enable the authority to discharge its functions.
- 2.8 The peripatetic service must provide appropriate and timely assessment and support for children and young people aged 0-25 from time of diagnosis to leaving school, further education or training.
- 2.9 Depending on the assessed need interventions may be provided by the peripatetic or resourced provision staff, including:
- Direct teaching of skills to mitigate the impact of sensory impairment
 - Support to families and settings through bespoke training, information, advice and modelling good practice.
 - Assessment of specialist equipment needs.
 - Support for transition.
 - Contributions to multi-agency meetings, assessments and plans.
 - Signposting families and professionals to other sources of support.
 - Signposting children and young people to opportunities for meeting others with similar needs and providing opportunities as required.
- 2.10 The Service is responsible for providing specialist staffing required to maximise outcomes for pupils in resourced provisions for deaf learners, working in close partnership with mainstream school leaders and staff. The specialist staff from the service are expected to teach language and curriculum areas and may teach maths and other areas of the curriculum.

- 2.11 The service also provides and maintains specialist equipment, software and resources. The service will loan equipment to children/young people and settings to enable access to the curriculum, support independent learning and prepare for adulthood. The service is responsible for repairs of resources it has loaned and checks and maintenance of hearing aids and radio aids.
- 2.12 The service will loan specialist learning resources to families to support the child's development and will support, assist and train schools and settings to produce learning resources in alternative formats, such as Braille.
- 2.13 The Service is also required to support the local authority to fulfil its statutory duties through:
- Contributing advice for children and young people undergoing EHCP assessment and for reviews of EHCPs
 - Present expert evidence at Tribunals and other meetings.
 - Provide all of the specialist input identified as its responsibility in the EHCP.
 - Provide data and professional insight to allow the local authority to plan and meet needs of children and young people with sensory impairments.
 - Build capacity in settings across Manchester by providing training and awareness raising relating to sensory impairment.
- 2.14 The Service is required to provide advice and support to assist families – in particular for families with a child that is newly diagnosed or new to Manchester.

2.15 Staffing

Staff are employed by Lancasterian School, which is a maintained school. There are currently 61.6 full time equivalent posts; the majority of staff are teachers and teaching assistants. Other roles include audiologist, specialist technicians, family support, habilitation (mobility) officers, ICT and business management/administration. Teachers are required to have a specialist qualification – Teacher of the Deaf or Qualified Teacher of Visually Impaired. Most of the posts are term time only.

- 2.16 Whilst the respective staff and their trade union representatives have been engaged, subject to the decision of the Executive they would be engaged in a formal consultation and TUPE process throughout.

3.0 Options considered for the future governance of the Sensory Support Service.

- 3.1 A number of options have been developed and considered with the service to identify the best possible future governance and oversight arrangements going forward. There has been considerable learning from both the co-location and governance of this service within a school structure. Placing the service within a school structure has ensured much closer links with developments in curriculum and teaching and learning and also provided flexibilities and

opportunities for recruitment and staff development. However, the considerable reach of this service and size of budget and staffing as set out in paragraphs 2.1 to 2.15 has also placed additional responsibilities and pressure on a local Governing Body which is also responsible for the governance of the school; evidently a priority for the Governing Body. There are 3 different options which have been considered and are outlined below:

- 3.2 **Option 1.** The Council brings the service back in house and manages it directly as part of Children’s and Education Services. This option has been discounted as Manchester has established a self-supporting school system and has decentralised many of its services over a number of years – ensuring that services are as close to where they are directly delivered as possible. The Local Authority does not employ teachers (who are employed on different terms and conditions to Council officers) and has no current capacity or provision within its systems and support functions to absorb the service. More importantly, the Council does not currently directly manage any other SEND specialist services for children and young people and so this service would stand alone within the service rather than being an integral part of the school system which it works with to directly teach and support children.
- 3.3 **Option 2.** Setting up a Manchester Sensory Support Service Trust – as a charitable body or company limited by guarantee (which then the Council would commission to deliver the Sensory Service). This option has been discounted as the Service does not have the business expertise to run a company or charity. There would be a risk that Service resources would be diverted from their principal role of providing services to children and young people with sensory impairments. Establishing a Trust would have significant set up costs and would also take around twelve months to create.
- 3.4 **Option 3.** Maintain the strengths of the current model and commission the service. The provider would be procured via procurement process in compliance with the Public Contracts Regulations 2015 (as applicable). Officers have taken advice from Legal and the Procurement Service and are confident that with a very clear specification which would require potential providers to be operating within the school system with a strong track record of improving outcomes for children and young people that this option would confer the greatest benefits to children, young people and staff, whilst providing the local authority with assurance that outcomes are delivered. The local authority currently commissions the Educational Psychology Service and has recently taken this out to a competitive procurement exercise. There have been many benefits from commissioning this service from another provider including being able to hold the provider to account for performance and delivery without becoming involved in specialist recruitment and training as well as organising operational delivery of a very large service and other transactional issues.

4.0 The following considerations need to be considered in the specification for a new managing organisation:

- 4.1 **Leadership and education:** It is important that the managing organisation in

the future can provide strong support and challenge for the service, and provide governance and make decisions based on a good understanding of education, SEND and school improvement strategies.

- 4.2 **Joint working:** Manchester has decentralised SEND support services, and therefore, there is an additional importance for a commitment to information sharing and to work in partnership with other SEND services in the city.
- 4.3 **Co-production:** The service should work in coproduction with families; using the voice of children and young people and their parents/carers to inform support offered to individuals and for wider service development.
- 4.4 **HR issues:** If the service were commissioned to any provider other than a community school, TUPE would apply. An education provider would understand the HR issues in relation to the education workforce, and have appropriate policies and systems in place.
- 4.5 The Head of the Sensory Service engaged Sensory Service staff to explore with them future governance arrangements. There was consensus that staff would like consideration of the following as priorities in any future arrangement:
- A clear vision for future of the service, in terms of delivering the best service to children and young people including a continuation of the direct teaching role of the service.
 - An equal partnership where the service's needs are understood and receive equal priority with those of the managing organisation.
 - A "proportional" say in governance if a school is commissioned. This would include staff and service user representation.
 - The Sensory Service budget ring-fenced.

5. Performance indicators and reporting requirements.

- 5.1 The Service will be required to provide a twice-yearly monitoring report. The report will include:
- How the service contributes to the vision for all children including those with SEND – safe, happy, healthy, successful and independent.
 - Caseload data
 - Number of referrals received
 - Timescales in responding to referrals and requests for specialist advice
 - Pupil outcomes
 - Evidence of pupil and parent/carer voice
 - Satisfaction data
 - Training provided to schools and other agencies and impact of training
 - Service staff development
 - Budget
 - Service development plan

6.0 Proposal

6.1 The local authority has considered many options for the future management and governance of Manchester Sensory Support Service. The option which will best contribute to good outcomes for children and young people and provide a stable future for capable, confident and talented staff to make a positive contribution is to place the Sensory Service with a provider who has a track record of successfully running schools and/or education services; strong governance and a robust back office which provides professional development, finance and HR support. Therefore, the recommended proposal is to go to open procurement through a tender on the Chest.

6.2 Proposed timeline

Should the Executive accept and make the decision to go undertake a competitive procurement exercise to procure a service provider it is proposed the following indicative timeline will be followed to ensure a smooth transition:

- Specification documents to be completed by August 2022
- Tender published – September 2022
- Key decision – December 2022
- Contract awarded – January 2023
- Consultations with staff and unions – January-March 2023
- Contract starts – April 2023

7.0 Financial considerations

There are no plans to reduce the commission for the Sensory Service, therefore, in considering the options presented the financial consideration focuses on robust financial oversight rather than on financial savings. The commission remains £2.83 million.

8.0 Legal considerations

8.1 When commissioning new contracts for the procurement of goods, services or the execution of works, the Council must comply with the requirements of the public contracts regulations 2015 (PCR) and its own Contractual Procedure rules as set out in the Council's constitution. Failing which, any subsequent award of a contract may be subject to legal challenge from an aggrieved provider, the remedies of which include claims for damages or seeking to have the awarded contract set aside. Given the value of the commission, the procurement of the Sensory Service will be subject to the PCR, which sets out requirements and timescales which will need to be accounted for in the design of the competition and the procurement timetable. Any procurement process must be fair, open and transparent, with all bidders being treated equally, and bids must be assessed and scored against clear and relevant criteria.

8.2 As part of the procurement package of documents, the Council should provide its proposed draft contract for the delivery of the services. Legal Services can

provide support to colleagues with drafting the necessary documents, which should largely be based on the Council's standard terms, with bespoke drafting for this particular service. Once the preferred bidder has been identified, Legal Services can support with the process of agreeing the final contract.

- 8.3 The Transfer of Undertakings (Protection of Employment) 2006 regulations (TUPE) may apply to some or all of the staff under the current service provision, which transfer the existing employment contract terms of staff to the incoming provider (if this is a different organisation to the current provider). The TUPE regulations places obligations on the outgoing and incoming provider, including sharing employee liability information and consulting with staff.

9.0 Equal Opportunities

An Equality Impact Assessment has been completed.

10.0 Risk Management

Robust contract management will be in place to ensure that any risks are managed and to ensure the new provider delivers the outcomes described in the specification.

11.0 Recommendation

Recommendations are detailed at the front of this report.

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**Manchester City Council
Report for Resolution**

Report to:	Executive – 16 March 2022
Subject:	Funding care providers to enable the Real Living Wage for the care workforce
Report of:	Executive Director Adult Social Services and Deputy Chief Executive and City Treasurer

Summary

This paper sets out proposals to ensure that all care providers providing care and support to Manchester residents are in receipt of funding enabling them to pay their workforce the Real Living Wage (RLW).

Manchester City Council has been committed to the Real Living Wage for several years. These proposals will ensure that all care providers are now able to pay their workforce the Real Living Wage through providing a fee uplift across all care provision.

It is anticipated that this will cost an additional £3.5m in excess of the £5.7m set aside in the budget for the increase to the National Living Wage (NLW) in 2022/23. In addition, it is proposed to also provide uplifts to providers to support wider inflationary pressures on their costs, and the employer's national insurance increase of 1.25%. In total, it is estimated that this will equate to an additional investment into the care sector of £12.1m for 2022/23.

The investment in excess of the £5.7m set aside will be met through utilising the Market Sustainability and Fair Cost of Care Funding, the £1m recurrent underspend from the 2021/22 NLW uplift, carry forward of the one off £1m underspend 2021/22 NLW uplift and a draw down from the corporate inflation provision notionally allocated to ASC. Funding for 2023/24 and future years will need to be agreed as part of future years' budget setting process.

Recommendations

The Executive is recommended to:

- (1) Approve the investment of a total of £12.1m for the 2022/23 financial year to the care sector made up of:
 - £5.7m set aside in the budget for NLW increase
 - £3.5m to enable an increase beyond NLW to RLW
 - £1m to support providers with the costs of the national insurance increase
 - £1.9m to support wider non pay inflationary increases in costs

- (2) Approve the funding of this from
- £5.731m of existing budget earmarked to fund the NLW uplift
 - £1m of 2021/22 unallocated NLW uplift budget
 - £2.8m of corporate inflation budget allocated to ASC
 - £1.62m of Market Sustainability and Fair Cost of Care grant funding
 - £1m of 2021/22 unspent NLW uplift carried forward into 2022/23
- (3) Approve the carry forward of the 2021/22 NLW uplift £1m underspend in Adult Social Care to support the above.
- (4) Delegate to the Executive Director Adult Social Services and the Deputy Chief Executive and City Treasurer, in consultation with the Deputy Leader with responsibility for Health and Care, approval of the fee uplift in accordance with the above, as well as the associated process to be implemented in April 2022

Wards Affected - All

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

This decisions proposed do not contribute negatively or positively to 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	Ensuring that care providers are paying the Real Living Wage will ensure that care roles are more attractive, ensuring a more sustainable care workforce in the city
A highly skilled city: world class and home grown talent sustaining the city's economic success	The proposals will support plans to further strengthen our care workforce in the city, including ensuring we are encouraging home grown talent into caring roles
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Our care workforce in Manchester live in and are part of Manchester's communities. By paying the Real Living Wage we will be ensuring that we are recognising the contribution that the care workforce makes.
A liveable and low carbon city: a destination of choice to live, visit, work	The proposals will support plans to further strengthen our care workforce in the city, including ensuring that a career in care in Manchester is attractive.

A connected city: world class infrastructure and connectivity to drive growth	Adult social care is a key piece of our neighbourhood infrastructure, supporting the city's most vulnerable. Ensuring that care providers can pay the Real Living Wage is a key enabler to further strengthening Adult Social Care in the city as part of our Better Outcomes, Better Lives programme.
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Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The financial consequences of the proposals set out in the report will cost a total of £12.1m. They include an investment of £3.5m in excess of the £5.7m set aside in the 2022/23 budget for the National Living Wage to support the investment to uplift to the Real Living Wage. In addition, it is proposed to set aside investment of £1m to support providers with the employers national insurance increase and a further £1.9m to support wider non pay related inflationary increases in costs.

These investments will be funded through the utilisation of £1.6m of the Market Sustainability and Fair Cost of Care Fund, the allocation of £2.8m of the Adult Social Care proportion of the corporate inflation budget, retaining the recurrent £1m unspent budget allocated to funding the 2021/22 NLW uplift, and from the request of a carry forward this £1m underspend to use as a one off to support these measures in 2022/23.

Options will be developed as part of the 2023/24 budget process to identify permanent recurrent funding for the carried forward funding used in 2022/23.

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.

1. Introduction

- 1.1. This paper provides the background and context to Manchester City Council's commitment to paying care workers who care for and support Manchester people the Real Living Wage (RLW) from April 2022.
- 1.2. The budget paper for 22/23 gave a commitment to bring forward the RLW as soon as possible and by 1 April 2023 at the latest.
- 1.3. Further work to refine our budget assumptions and with the care market throughout February has confirmed that we are able to implement from April 2022 as set out in this paper.
- 1.4. Manchester City Council is making this commitment in recognition of:
 - The critical role that care and support workers play in meeting the needs of our city's most vulnerable residents, and in particular the criticality of this role during the city's response to the covid-19 pandemic
 - The need to ensure we attract individuals into the care workforce in Manchester, particularly critical as national labour market changes have impacted on recruitment and retention in Manchester into caring roles
 - Manchester's care workforce are often Manchester residents. The Our Manchester Strategy describes our commitment to being a 'progressive and equitable' city – paying the RLW for this workforce will have wider health wellbeing and economic impacts for the city's residents

2. Background

- 2.1. Manchester City Council has for several years been working towards paying the Real Living Wage.
- 2.2. MCC are a RLW employer and have signed the Unison Adult Social Care charter. MCC are a significant provider of care with a £28.6m budget for directly provided care. In 2019 MCC made a further commitment to the RLW, when paying the RLW was included within the new contractual arrangements for homecare services.
- 2.3. The care market is complex in Manchester and across Greater Manchester and nationally. In Manchester we commission a range of services including care at home, care in Residential and Nursing Homes for older people, supported accommodation services for adults with learning disabilities and mental health challenges, as well as day services for all age groups and cohorts.
- 2.4. MCC commissions services, alongside health (CCG) and residents who fund their own care. In recent years, particularly due to the impact of covid-19, the care market locally, regionally and nationally has been under exceptional pressure. Recruitment and retention has been a significant challenge over the last 12 months due to the impact of wider national labour market changes and mandatory vaccination in care homes introduced in November 2021 (noting

that this legislation will be revoked on 15th March 2022).

- 2.5. Our commissioned care services are critical to the delivery of our statutory duties to provide support to meet the needs of our most vulnerable residents. Supporting and developing the market to be sustainable with the right mix of provision, provided in fit for purpose environments with a skilled and trained workforce is essential to the delivery of our Better Outcomes, Better Lives programme.
- 2.6. These challenges are recognised nationally. The 2022/23 Market Sustainability and Fair Cost of Care Fund, £162m nationally, is designed to ensure local authorities can prepare their care market for reform and move towards paying providers a fair cost of care, as appropriate to local circumstances. The Government expects local authorities will carry out activities including:
- conduct a cost of care exercise to determine the sustainable rates and identify how close they are to it;
 - engage with local providers to improve data on operational costs and number of self-funders to better understand the impact of reform on the local market;
 - strengthen capacity to plan for, and execute, greater market oversight and improved market management to ensure markets are well positioned to deliver on our reform ambitions; and
 - use this additional funding to genuinely increase fee rates, as appropriate to local circumstances.

The Council's share of the £162m is £1.8m for 2022/23.

- 2.7. A further £600m is available for distribution in 2023/24 and another £600m in 2024/25. This is conditional upon the conclusion of the cost of care exercise, publication of a provisional 3-year market sustainability plan on how councils intend to move to a sustainable rate fee and a grant spending report. The distribution of the funding will be decided upon the completion of this work with the funding targeted to those areas with the biggest funding differentials. It is unclear at this stage whether the level of funding through this exercise will be sufficient.
- 2.8. The budget setting process for 2022/23 recognised the aspiration to move to the RLW and proposed doing so as soon as possible on the completion of the cost of care exercise, and that it would form part of the 2023/24 budget process with a view to its full introduction by 1 April 2023 at the latest. Full feasibility work had not been completed in time for the publication of the Council's budget. However, it was noted by the Executive and Council that this work was being completed with a view to accelerating the implementation to 1st April with a report being presented to the March Executive.
- 2.9. Initial feasibility work has now been completed internally and with the market, as well as benchmarking with other GM local authorities, and as a result this report recommends to the Executive that the RLW is introduced across all

adult social care providers from 1 April 2022.

3. Detail of the proposals

- 3.1. Each year as part of the city council budget process an exercise is undertaken to look at the impact of any National Living Wage (NLW) increase announced by central government. The announcements are usually made in October and feed into the budget calculations presented to scrutiny and then full council in February/March. For 2022/23 £5.7m was set aside on the basis of the NLW increase from £8.91 an hour to £9.50 per hour (6.62%).
- 3.2. Over the last month, a review exercise has been undertaken in recognition of the immediacy of the challenges to the care market and the benefits to move to the RLW as soon as possible, and specifically from 1 April 2022. It has also become apparent that wider costs of delivering care will be increasing from April 2022 including energy costs and the employers national insurance contributions rise, for example.
- 3.3. This review exercise has involved updating our fee model adapted following engagement with some of our care providers and discussions with other GM authorities. This updated model estimates the costs to providers of paying the RLW, the employers NI increase and for an inflationary uplift to cover their non-staff costs.
- 3.4. The model makes a calculation based on assumptions of the staffing structures in each part of the care sector, as to what percentage of staff are paid at the NLW, those at the RLW and those above the RLW. The model allows the Council to make an estimate of what the likely impact on fees will be of the move to support providers to pay the RLW, and provide a budget envelope sufficient to support its delivery. This budget estimate will then be allocated after commissioners have worked with providers to agree the necessary uplifts required.
- 3.5. Based on our forecast year end spend position, an increase from the present NLW rate of £8.91 an hour to the RLW of £9.90 would cost £9.209m. Funding of £5.731m, to cover the original proposed increase from £8.91 to £9.50, to match the NLW, is already included in the 2022/23 budget for Adult Social Care, as is £1.8m of new funding from central government in commencement of the fair cost of care exercise.
- 3.6. Negotiations with some providers regarding uplifts for 2021/22 are not finalised, as it has been complicated by pressures in the market and temporary fee increases being paid to providers though the DHSC via a one off Workforce Recruitment and Retention Fund.
- 3.7. The latest financial report at period 10 shows that £1.720m of funding for uplifts in 2021/22 is yet to be allocated to providers and it is highly unlikely that it will all be utilised. It is estimated that c.£750k will be required in year and the budget will therefore underspend by £1m. This underspend is in the base budget and will also be available in 2022/23 to support the funding of the

RLW. In addition, approval is sought to carry forward the unspent £1m into 2022/23 as a one off measure to support the proposals set out in this paper. This will become a budget pressure in 2023/24 and options will need to be considered as part of the 2023/24 budget process to address this shortfall, alongside any further uplifts in the RLW.

- 3.8. Conversations with providers across the care sector during this review period have allowed them to highlight a number of additional non pay pressures they are facing including employer's national insurance increases, utility costs, food and insurance increases.
- 3.9. In light of this, an estimate of the potential non pay inflationary costs have been made, assuming a 5% inflation rate based on the average CPI increase since October 2021. In addition, a calculation of the increased NI costs of 1.25% has been estimated. The Council set aside an inflation budget of £10m as part of the 2022/23 budget process, of this an indicative £3.520m has been allocated to ASC and it is proposed to utilise a significant proportion (£2.8m) of that to cover what is recognised as specific increased pressures in ASC which are occurring alongside the removal of 2021/22 DHSC one-off funding.
- 3.10. The 'fair cost of care exercise' referenced above will look at all provider costs in more granular detail and will provide an enhanced level of understanding of the sustainability requirements of the sector. This will allow us to appropriately budget for 2023/24 and beyond with the expectation that additional costs will be met by the release of the £600m available nationally in 2023/24 and 2024/25. It is expected that as a result of this exercise fees will be re-set with providers from 2023/24, providing a new baseline for future fee uplifts. The 2022/23 arrangements will therefore be a 'bridging' position to this new approach.
- 3.11. In addition, from October 2023, the government will introduce a new £86,000 cap on the amount anyone in England will need to spend on their personal care over their lifetime. The role of the Local Authority will also be impacted as citizens will be able to source care through the local authority with the aim of reducing the cross-subsidisation of care between self-funders and local authority commissioning. It is not yet known what the financial impact of the change will be and the implications on the wider care market in Manchester, adding to the uncertainty of the wider position for 2023/24 and beyond.
- 3.12. The high-level costs and proposed funding to deliver the above changes for 2022/23 is shown in the table below.

	Costs per annum £000
Indicative costs	
Cost of moving to £9.90 Real Living Wage	9,209
NI additional 1.25%	1,027
5% non pay inflation allowance	1,902
Total cost increase	12,138
Funding available	
National Living Wage funding set aside	5,731
Market Sustainability and Fair Cost of Care funding*	1,620
Recurrent 2021/22 underspend	1,000
Share of corporate inflation budget	2,787
Total funding available	11,138
Shortfall to be funded from one off 2021/22 carry forward request	1,000

(*10% retained to deliver the cost of care exercise)

- 3.13. The shortfall in funding will be met from carrying forward the 2021/22 NLW uplift budget underspend, but this will become a budget pressure in 2023/24 and options will need to be considered as part of the 2023/24 budget process to address this shortfall, alongside any further uplifts in the RLW.
- 3.14. In total, the uplift set aside for providers will average 7-8% across care types, dependent on current status in relation to the RLW, the proportion of staff in that part of sector estimated to be currently paid at NLW and the proportion of non pay costs applicable to that part of the sector.
- 3.15. It is recommended that required decisions to finalise the fee structures to include the measures outlined in this report are taken by the Executive Director of Adult Social Services and the Deputy Chief Executive and City Treasurer in consultation with the Deputy Leader to enable the model to be finalised ahead of 1 April 2022.

4. Implementation and commissioning approach

- 4.1. The implementation of the increase will take place as soon as possible from 1st April 2022 and will be backdated to 1 April 2022.
- 4.2. Care providers will be offered the standard increase (inclusive of NLW, inflation and NI costs) as well as the elevated increase in relation to the RLW on the proviso that their workforce are paid the increase to take them to the RLW. This is already a contractual requirement for homecare.
- 4.3. The % increase will be offered on a care type basis and in some cases will be negotiated with individual providers where appropriate.

- 4.4. Care providers will be monitored to ensure that the increase to the RLW is delivered with the cost of care exercise providing an immediate opportunity to provide assurance that it has been delivered across all care providers.
- 4.5. The fair cost of care exercise will provide us with a more granular understanding of workforce and other costs going forward which will form the basis for a further review of fees for 2023/24 and beyond as part of our wider budget setting process, including ensuring that we continue to pay the RLW in future years.
- 4.6. In addition, during 2022/23 we will be strengthening our contractual arrangements across care homes and supported accommodation in particular with the creation of framework agreements where appropriate, aligning with the fair cost of care exercise and ensuring contractual terms are updated to reflect current priorities.
- 4.7. MCC's approach has been discussed with Manchester CCG (MHCC) colleagues given the role of the CCG as a commissioner of the care market in Manchester. MHCC recognise and share the aspirational move to the real living wage for Manchester and supports the move to provide additional resilience to the Manchester care market. Currently MHCC is undertaking its budget setting process with Greater Manchester CCG and NHS partners as part of the move to the Integrated Care Board. The move to the RLW would represent a pressure on CCG budgets; which have other competing demands for NHS investment and therefore the decision must be made as part of this collaborative budget setting approach.

5. Conclusion

- 5.1. The proposals set out in this paper will ensure that all adult social care providers are able to pay their care workforce the RLW, a significant step forward in our commitment to being a RLW city. In addition, the proposals will support care providers with other increases in costs including utility and national insurance increases, ahead of further understanding the fair cost of care through the exercise planned for April-September 2022.
- 5.2. The uplift will further strengthen our care market in Manchester and whilst there are financial risks with the proposals these have been modelled and will be managed within available budgets.
- 5.3. The Executive are recommended to approve uplifting fees to enable care providers to pay the RLW from 1 April 2022, with the finalisation of the detail of the proposals to be delegated to the Executive Director Adult Social Services and Deputy Chief Executive and City Treasurer in consultation with the Deputy Leader.

6. Key Policies and Considerations

(a) Equal Opportunities

- 6.1. The proposals outlined in this report will ensure that care providers are able to pay their workforce the RLW, ensuring a £0.40 per hour increase in pay in excess of the increase to the NLW. We know that a large proportion of our care workforce in Manchester are female and that the workforce is well represented by people from a black, Asian and minority ethnic background. The proposals will benefit all care workers and therefore will support our aspirations to be a fairer and more equal city.

(b) Risk Management

- 6.2. As described above, there are financial risks associated with the proposals. These risks are low for the financial year 22/23 but there are increased financial risks looking forward to 23/24 and 24/25 given the uncertainty surrounding the allocation of additional government for the cost of care.

(c) Legal Considerations

- 6.3. As a result of the way in which our contracting approach is currently structured for care services there are some implementation challenges associated with the proposals. In particular, at this point the RLW is only a contractual requirement for homecare providers (including extra care) and has not yet been built into our contracts for supported accommodation, care homes and other services. As described above, the approach proposed will release the RLW additional fee uplift (in excess of the NLW increase) to individual care providers on the proviso that they pay their workforce at or above the RLW. Individual providers will be asked to confirm acceptance of the proviso in writing. This will need to be built into contracts in due course between the Council and the individual care providers.

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**Manchester City Council
Report for Resolution**

Report to: Executive – 16 March 2022

Subject: Better Care Fund Section 75 2022/23

Report of: Deputy Chief Executive & City Treasurer and City Solicitor

Purpose of Report

The report sets out the proposed extension of the current Section 75 Partnership Agreement (S75) between Manchester CCG and Manchester City Council on the Better Care Fund and the Improved Better Care Fund.

Recommendations

Executive is asked to:

1. Approve the extension of the S75 on the Better Care Fund and the Improved Better Care Fund.
 2. Provide delegated authority to the Deputy Chief Executive and City Treasurer and City Solicitor, in consultation with Executive Member, to finalise any amendments that need to be made to the document.
-

Wards Affected: All

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

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	Improve the health and wellbeing of people in Manchester. To achieve a sustainable system.
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 implications for:

- Equal Opportunities
- Risk Management
- Legal Considerations

Financial Consequences Revenue

No direct financial implications as a result of revised S75 agreement. No changes to BCF pooled monies reported in previous periods with the exception of underlying budgetary changes (e.g. growth), which have already been subject to MHCC and MCC governance.

Financial Consequences – Capital

No direct financial implications as a result of revised S75 agreement.

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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.

Better Care Fund Section 75 2021/22 – Executive Meeting November 2021

1.0 Background

- 1.1. On 1 April 2021, new arrangements came into place between Manchester City Council (MCC) and Manchester Foundation Trust (MFT) to 'supercharge' Manchester's Local Care Organisation. This included the creation of a new Section 75 (S75) between MCC and MFT which included Adult Social Care services, which previously was between Manchester Clinical Commissioning Group (MCCG) and MCC.
- 1.2. As a result of the new S75 between MCC and MFT, it was confirmed that:
 - Manchester CCG and Manchester City Council would seek a continued and meaningful relationship under the banner of Manchester Health and Care Commissioning.
 - The Population Health and Wellbeing function would remain part of the MHCC working arrangements through the Director of Population Health and his team. However, the budget would be overseen by MCC.
 - MHCC would no longer have any role, responsibility or accountability with regard to Adult Social Care.
 - The integrated budget arrangements would cease. However, CCGs and Local Authorities are obliged to have a Better Care Fund pooled budget.
 - In order to maintain continuity, alignment, and the ability to effectively carry out MHCC's functions for 2021/22, the CCG welcomed continued MCC representation on the MHCC Board and Strategy Committee.
- 1.3. As a result of these changes, the MCCG / MCC S75 has been amended to reflect the arrangements, which were set out in the report to Executive in November 2021 and covered the period 1 April 2021 to 31 March 2022.
- 1.4. The S75 has been presented to, and endorsed by, MHCC Executive and Finance Committee on 21 October 2021 and the CCG's Governing Body on the 27 October 2021.
- 1.5. Further work is ongoing separately to review and protect services and contracts MCC currently have with the CCG as a result of the transfer to the new Integrated Care System in 2022/23.

2.0 Proposed MCCG / MCC Section 75 2022/23

- 2.1. The NHS reforms, which will see the replacement of the Greater Manchester CCGs with an Integrated Care System, have been delayed to 1 July 2022. This delay will result in a more fragmented budget process as funding will be allocated for the first quarter of the year via the current CCG system, and for the remaining three quarters via the new ICS.

- 2.2. The proposal is to extend the current S75 to the 31 March 2023, recognising the S75 is likely to be novated on the date at which the Manchester CCG transfers to the Integrated Care System.
- 2.3. There will be a requirement to update the financial contributions within the document once the final Better Care Funding allocations are published. The Executive is asked to approve the extension to the S75, but to also provide delegated authority to the Deputy Chief Executive and City Treasurer and City Solicitor, in consultation with Executive Member, to make any amendments to finalise the document (in agreement with Manchester CCG colleagues). Any changes considered to be material would need to be presented to the Executive for approval.

3.0 Recommendations

- 3.1. The Executive is asked to:
 1. Approve the extension of the S75 on the Better Care Fund and the Improved Better Care Fund.
 2. Provide delegated authority to the Deputy Chief Executive and City Treasurer and City Solicitor, in consultation with Executive Member, to finalise any amendments that need to be made to the document.

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**Manchester City Council
Report for Resolution**

Report to: The Executive – 16 March 2022

Subject: Victoria North – The Proposed City of Manchester (Thornton Street North Collyhurst Village Compulsory Purchase Order 2022)

Report of: Strategic Director (Growth and Development)

Summary

To report to Executive on proposals for the compulsory purchase of land within the Collyhurst Village neighbourhood shown edged red on the plan attached at **Appendix 1** of this report (“the Order Lands”), which consists of residential buildings, a retail premises and rent charges/covenants. The proposed Compulsory Purchase Order would be made under the provisions of sections 226(1)(a) and (1A) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 to facilitate development, redevelopment and improvement of land at Thornton Street North for the provision of 244 new residential dwellings together with associated works including a new park.

Recommendations

The Executive is asked to:

1. Note that the Executive meeting on 17 February 2021 approved a set of recommendations to provide for the delivery of residential development proposals within the adjacent neighbourhoods of Collyhurst Village and South Collyhurst, to be undertaken through existing Joint Venture contractual arrangements between the City Council and Far East Consortium (FEC) for the Victoria North initiative.
2. Authorise the making of the City of Manchester (Thornton Street North, Collyhurst Village) Compulsory Purchase Order 2022 (“the Order”) under Section 226(1)(a) and (1A) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 and the Acquisition of Land Act 1981 to acquire the Order Lands for the purpose set out in the Statement of Reasons.
3. Note the contents of the Statement of Reasons attached at Appendix 2.
4. Authorise the City Solicitor to seal the Order and to take all necessary steps, including the publication and service of all statutory notices and presentation of the Council’s case at Public Inquiry, to secure confirmation of the Order by the Secretary of State for Levelling up, Housing and Communities and the vesting of the land in the City Council.

5. Authorise the Strategic Director of Growth and Development (in the event that the Secretary of State notifies the Council that it has been given the power to confirm the Order) to confirm the Order, if the Secretary of State is satisfied that it is appropriate to do so.
6. Authorise the Head of Development to approve agreements with landowners setting out the terms of withdrawals of objections to the Order including where appropriate the exclusion of land from the Order. Authorise the Strategic Director of Growth and Development and the City Solicitor to make deletions from, and/or minor amendments, and modifications to the proposed Order and Order Plan or to agree to refrain from vesting any land included within the Order should this be in their opinion appropriate.
7. Authorise the Head of Development to negotiate terms for the acquisition by agreement of any outstanding interests in the land within the order prior to its confirmation.
8. Authorise the Strategic Director of Neighbourhoods to take all necessary steps to secure the closure of all relevant highways streets and alleyways which are required for the development to proceed, if requested by the Director of Housing and Residential Growth.
9. Agree that the resources of the City Council are sufficient to carry out the duties resulting from the making of the Order, as outlined in this report.
10. Agree the following re-housing and compensation arrangements for displaced residential occupiers:
 - a) Requests from owner-occupiers for disposal of their homes in advance of the confirmation of the Order will be dealt with as a priority.
 - b) Compensation for owner-occupiers will be paid in accordance with the law on compulsory purchase and relocation assistance will be offered in accordance with the Manchester City Council Home Improvement and Relocation Assistance Policy currently in operation (“the Relocation Policy”).
 - c) The Designated Area for the purposes of the Relocation Policy shall be the whole of the City of Manchester and the Specific Designated Relocation Area (SDRA) will be the Harpurhey ward as shown in the plan attached at Appendix 3. Within the SDRA an applicant will have the potential to access a higher level of relocation assistance which will allow them to remain in their local area. For a new build property, this would be a maximum of 110 % of the average price of various property types within the Victoria North (formerly the Northern Gateway) Strategic Regeneration Framework (SRF) Area. For older properties, the maximum is the average price of various property types within the SRF. Outside the SDRA, but within the City of Manchester Boundary the maximum amount of Relocation Assistance available is £ 50,000.
 - d) Discretionary Home Loss and Disturbance payments will be made available to all qualifying households requiring relocation.

- e) Tenants and owner-occupiers who are displaced will be awarded Band 1 rehousing status in order to ensure they are a priority for relocation in a council home within the New development at Collyhurst or any social housing within the boundaries of the City.
11. Authorise the Head of Development to negotiate terms for the occupation of the new retail unit delivered as part of the new development, in order that it can be offered in the first instance as alternative premises for the current shopkeeper that will be displaced by the Order.
12. Authorise the Director of Housing and Residential Growth in consultation with the Executive Member for Housing and Employment, to declare the Council properties listed in Appendix 4 surplus to requirements and should be demolished, and to Authorise the City Solicitor to serve the appropriate demolition notices, having regard to the Housing Act 1985.

Ward Affected: Harpurhey

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

The proposed decisions will result in the delivery of new housing development, the design of which builds on the low-carbon principles of the Northern Gateway SRF (now known as Victoria North), which recognises that future development within the area will need to respond to the Councils zero-carbon target achieved through the active utilisation and deployment of leading building technologies. Further detail is provided in the report.

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 Victoria North initiative will expand the City Centre in a northern direction establishing sustainable mixed-use neighbourhoods including new jobs and employment opportunities.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The Victoria North initiative will provide direct employment opportunities and also meet the demand for housing from residents who wish to live close to the skilled employment opportunities located in and around the Regional Centre.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Development of Victoria North offers the potential to deliver on the objectives of the Manchester Residential Growth Strategy and meet the growing demand for high quality new housing in the city.
A liveable and low carbon city: a destination of choice to live, visit, work	Victoria North development opportunities will support the delivery of new residential developments using state of the art technologies and low carbon construction methods.

A connected city: world class infrastructure and connectivity to drive growth	The delivery of new neighbourhoods within Victoria North will include traffic and transport planning, ensuring that various modes of transport (car, bus, rail, Metrolink, cycle, and walk) are provided for.
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Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences Revenue

The net additional 108 social rent properties for the whole initial Collyhurst development (78 of which are in Collyhurst Village) are included within the Housing Revenue Account 30 year business plan, this includes forecast rent income that will be used to fund the ongoing management and maintenance of the properties, along with the longer term capital investment requirements to enable renewals of fixtures and fittings to be undertaken on a planned basis in future years.

The remaining 144 properties available for sale will generate additional income for the Council in terms of Council Tax, but there will also be increased demands on some services and the implications of the increased numbers of properties are considered as part of the overall Council budget model.

Financial Consequences –Capital

The proposals in this report will be contained within the capital budget of £31.2m for the first phase of works in Collyhurst as set out at previous Executive meetings.

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Background documents (available for public inspection):

The following documents disclose important facts and these have been relied upon in preparing this 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

General Documents

1. Detailed Planning Application 129393/VO/2021 for the redevelopment of the Order Lands
2. Northern Gateway Strategic Regeneration Framework February 2019.

Council Reports

1. Northern Gateway: Progress Update & Delivery Arrangements for Collyhurst Phase 1 17th February 2021
2. Northern Gateway Progress Update Housing Infrastructure Fund, Executive 29 July 2020
3. Northern Gateway Strategic Business Plan and First Phase Development Area, Executive 12 February 2020
4. Delivering Manchester's Affordable Homes to 2025, Executive, 11 September 2019
5. Northern Gateway: Implementation and Delivery, Executive, 13 February 2019

Appendices:

- Appendix 1. Draft Order Lands Plan
- Appendix 2. City of Manchester (Thornton Street North, Collyhurst Village) Compulsory Purchase Order 2022 Statement of Reasons.
- Appendix 3. Harpurhey Ward Plan (Specific Designated Relocation Area)
- Appendix 4. Existing addresses that are contained within the Scheme boundary.

1. Background

- 1.1. In April 2017 the City Council entered into a Joint Venture Partnership (JV) with Far East Consortium International Limited (FEC) to deliver the residential led redevelopment of the adjacent neighbourhoods of Lower Irk Valley, New Cross and Collyhurst, on the north eastern edge of the City Centre, which have the capacity to provide circa 15,000 new homes over the next 20 years.
- 1.2. Following an extensive public consultation exercise that was undertaken during the autumn of 2018, the Executive meeting of February 2019 approved the Northern Gateway Strategic Regeneration Framework (SRF) as a means of guiding and coordinating development activity undertaken by the JV partnership and other third party agencies within the area. The Northern Gateway has since been renamed Victoria North.
- 1.3. The February 2020 meeting of Executive approved a Strategic Business Plan for the JV that set out details of how delivery would be brought forward, alongside details of the development schemes that will make up the JV's Initial Development Area Business Plan. One of these schemes is located in Collyhurst (Collyhurst Village and Collyhurst South), where it is proposed that 274 new homes will be delivered.
- 1.4. In February 2021 The Executive agreed the Capital budget for delivery of development in Collyhurst (Collyhurst Village and Collyhurst South) and delegated relevant authorities to Senior Officers to progress and finalise the delivery arrangements as a first phase of the delivery strategy for this part of Victoria North, which will deliver 274 properties (244 in Collyhurst Village, 30 in South Collyhurst), through separate planning applications. This report relates to the element of the Scheme located in Collyhurst Village.

2. The Scheme and Implications for Existing Properties

- 2.1. The focus of this report is those parts of the development that are located in Collyhurst Village, hereinafter called "the Scheme". The Scheme comprises 4.7 hectares, and gained planning approval in June 2021 to deliver:-
 - 244 mixed tenure new homes consisting of 24 Council houses, 76 Council apartments with associated ground floor commercial space (162 sqm) and 144 houses to be sold on the open market.
 - Creation of a new park
 - Associated car parking, cycle and refuse storage, landscaping, public realm and infrastructure.
- 2.2. Delivery of the Scheme will require the demolition of 29 residential properties and 1 commercial property.

Fig 1. Summary of the residential accommodation that need to be demolished for scheme delivery.

	2 bed flat	flat above shop	3 bed house	4 bed house	6 bed house	Total
Council homes	5	-	13	3	1	22
Owner-occupied	1	-	2	1	-	4
Registered provider	-	-	1	-	-	1
Private rented	-	1	1	-	-	2
	6	1	17	4	1	29

- 2.3. The Council has committed to support all affected occupants currently located within the Scheme boundary, to relocate to a new property within the Scheme through a single move.
- 2.4. As a result, a key outcome of the Scheme is the timely delivery of re-provision homes in the new development to facilitate a single move, relocating affected residents into the new properties within the development and to provide alternative retail premises to enable the current operator to continue the offer in the area. By doing this, those residents directly affected by the first phase of development will have an opportunity to benefit from one of the new homes and will not be required to move out of the area.
- 2.5. In this respect the design of the Scheme has been developed to provide an appropriate number of Council homes and types with a construction programme that is focussed on delivering the new replacement homes in advance of any demolition being required.
- 2.6. Of the properties affected, 6 are former Council homes purchased through Right-to-Buy and there is a privately owned Commercial Unit (Collyhurst Village Store) with residential accommodation above. The Council will attempt to acquire these properties and a small number of rentcharges/covenants by agreement to facilitate delivery of the development.
- 2.7. Subject to Executive approval, financial support would be made available to eligible owner-occupiers through the Council's - Manchester Home Improvement and Relocation Assistance Policy, to purchase a replacement home, either in the new development or elsewhere in Manchester.
- 2.8. It is recognised that some existing owner-occupiers may choose not to remain in owner-occupation and they would be eligible to apply for rehousing by the Council and would be awarded Group 1 priority. Similarly, the Private and RP tenants would be eligible for Group 1 priority rehousing.

- 2.9. It is intended that the current operator of the Commercial premises, will be given a right of first refusal, on appropriate commercial terms, to relocate their business into the new Commercial premises within the development.

3. The Requirement for a CPO

- 3.1. Given that it is intended to provide opportunities for the existing occupants to relocate directly into the new development, acquisition of the privately owned homes cannot be completed until the Scheme is appropriately progressed. Whilst the Council remains committed to agree acquisitions through negotiation wherever possible, it is important to recognise that this may not be possible. In addition, there are a small number of absentee owners in relation to historic rent charges/covenants, with whom it is not possible to negotiate. Therefore, in accordance with relevant CPO guidance it is prudent to plan a compulsory purchase timetable as a contingency measure; and initiate formal procedures in order to deliver the comprehensive development of the area.
- 3.2. As a result, it is considered that compulsory purchase appears the most appropriate way to ensure delivery of the Scheme in its entirety and meet the objectives of the regeneration of the wider Collyhurst Village neighbourhood and Victoria North.

4. Scheme Progress

- 4.1. Since the Executive approval in February 2021, significant progress has been made-
- Planning approval has been secured to deliver the Scheme.
 - FEC have undertaken preparatory enabling works (including tree clearance, site hoarding, archaeological works, site remediation and earthworks) on the development site in Collyhurst Village to ready the site for the main contractor.
 - Ongoing service diversion works are expected to be completed in early 2022.
 - FEC have entered into a Pre-Construction Services Agreement (PCSA) with a Contractor to undertake a two-stage procurement process and refine the design of the Collyhurst development. The Contractor is in the process of tendering work packages and an estimated contract sum is being finalised.
 - Homes England have confirmed, subject to contract, approval of the Council's bid for £6.89m of Shared Ownership and Affordable Housing Programme Funding to contribute towards the cost of delivering the Council's share of development in Collyhurst Village and South Collyhurst. (This funding will be used to displace some of the HRA funding that has already been made available to deliver the Scheme).
 - Officers have continued to work with FEC under delegation to negotiate the necessary legal documents to secure delivery of the development.

5. The Order Lands

- 5.1. The Order Lands are located in the Harpurhey Ward of North Manchester situated within the Collyhurst Village neighbourhood and comprise land and buildings shown edged red on the plan at Appendix 1. The Order Lands are approximately 2.7 kilometre (1.7 mile) north east of Manchester City Centre, and lie between Rochdale Road to the West and Johnny King Close and Anslow Close to the East.
- 5.2. The Order Lands form part of the larger Collyhurst Village development site identified as the Scheme.

6. Statement of Reasons

- 6.1. The Statement of Reason attached at Appendix 2 which has to be submitted with the Order has been prepared in compliance with the revised guidance from the Department for Levelling up, Housing and Communities on Compulsory Purchase process and the Crichel Down Rules, Section 11 preparing a statement of reasons (“the Guidance”).
- 6.2. The Guidance states that the Statement of Reasons should include information on the following:
- (i) a brief description of the order land and its location, topographical features and present use;
 - (ii) an explanation of the use of the particular enabling power;
 - (iii) an outline of the authority’s purpose in seeking to acquire the land;
 - (iv) a statement of the authority’s justification for compulsory purchase, including reference to how regard has been given to the provisions of Article 1 of the First Protocol to the European Convention on Human rights, and Article 8 if appropriate;
 - (v) a statement justifying the extent of the scheme to be disregarded for the purposes of assessing compensation in the ‘no scheme world’;
 - (vi) a description of the proposals for the use or development of the land;
 - (vii) a statement about the planning position of the order site;
 - (viii) information required in the light of Government policy statements where orders are made in certain circumstances;
 - (ix) any special considerations affecting the order site, eg. ancient monument, listed building, conservation area, special category land, consecrated land, renewal area, etc.;
 - (x) if the mining code has been included, reasons for doing so.

- (xi) details of how the acquiring authority seeks to overcome any obstacle or prior consent needed before the order scheme can be implemented, e.g. need for a waste management licence;
- (xii) details of any views which may have been expressed by a Government department about the proposed development of the order site;
- (xiii) What steps the authority has taken to negotiate for the acquisition of the land by agreement.
- (xiv) any other information which would be of interest to persons affected by the order, e.g. proposals for re-housing displaced residents or for relocation of businesses.
- (xv) details of any related order, application or appeal which may require a coordinated decision by the confirming Minister, e.g. an order made under other powers, a planning appeal / application, road closure, listed building; and
- (xvi) if, in the event of an inquiry, the authority would intend to refer to or put in evidence any documents, including maps and plans, a list of such documents, or at least a notice to explain that documents may be inspected at a stated time and place

7. Conclusions and Recommendations

- 7.1. A CPO should only be made where there is a compelling case in the public interest which justifies the overriding of private rights in the land being sought to be acquired. Without the acquisition of the Order Lands it will not be possible to fully deliver the Scheme, which accords with the SRF and the extant planning permission and so there is therefore a compelling case in the public interest for the acquisition of the lands. The Council intends to negotiate acquisition by agreement as set out earlier, but it is essential that all of the Order Lands are acquired.
- 7.2. Notwithstanding the acknowledged impact that the Order will have in respect of human rights, regard should be had to the provision of Articles 1, the right to peaceful enjoyment of your possessions, Article 6, the right to a fair and public hearing and Article 8, the right to respect for private family life, of the First Protocol to the European Convention on Human Rights. As regards Article 1 whilst owners will be deprived of their property if the Order is confirmed and implemented, this will be done in accordance with the law and compensation will be payable under the statutory compensation code.
- 7.3. The Executive is therefore requested, having regard to the Statement of Reasons, attached at Appendix 2, to approve the recommendations outlined at the start of this report to authorise the use of compulsory purchase powers under s.226(1)(a) and s.226 (1A) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

8. Contributing to a Zero Carbon City

- 8.1. The development that will be facilitated by this proposed CPO will build on the low-carbon principles of the Northern Gateway SRF (now known as Victoria North), which recognises that future development within the area will need to respond to the Councils zero-carbon target achieved through the active utilisation and deployment of leading building technologies.
- 8.2. The scheme has been designed to deliver high sustainability credentials based on a ‘fabric first’ approach incorporating Passivhaus principles. To contribute towards the Councils target of zero carbon by 2038, energy supply to the properties will be 100% electric, “Fast Charge” electric vehicle car charging connections will be provided to 100% of the proposed houses and 20% of the apartment parking spaces, Efficient Mechanical Ventilation and Heat Recovery (MVHR) systems are being proposed to each dwelling to provide a continuous source of filtered fresh air and maintain a healthy indoor environment, and cycle storage is provided for houses and apartments.
- 8.3. Collyhurst Village will also feature a separate strategic Sustainable Drainage Systems (SuDS) infrastructure within the proposed new park, the use of Renewables will be maximised with Site wide PV array implemented onto the roofs of the apartment blocks. In line with the 5-year operational energy plan for Greater Manchester it is intended that all energy used on site by prospective residents will initially be provided by a 100% renewable energy supplier.

9. Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 9.1. The Victoria North initiative will expand the City Centre in a northern direction establishing sustainable mixed-use neighbourhoods including new jobs and employment opportunities.

(b) A highly skilled city

- 9.2. The Victoria North initiative will provide direct employment opportunities and also meet the demand for housing from residents who wish to live close to the skilled employment opportunities located in and around the Regional Centre.

(c) A progressive and equitable city

- 9.3. Development of Victoria North offers the potential to deliver on the objectives of the Manchester Residential Growth Strategy and meet the growing demand for high quality new housing in the city.

(d) A liveable and low carbon city

- 9.4. Victoria North development opportunities will support the delivery of new residential developments using state of the art technologies and low carbon construction methods.

(e) A connected city

- 9.5. The delivery of new neighbourhoods within Victoria North will include traffic and transport planning, ensuring that various modes of transport (car, bus, rail, Metrolink, cycle, and walk) are provided for.

10. Key Policies and Considerations

(a) Equal Opportunities

- 10.1. A key aim of Victoria North is to deliver residential led development providing a significant number of high-quality homes and alongside commercial development. This will both meet increasing levels of demand for housing within the regional hub and create new City Centre employment opportunities.
- 10.2. The new housing, commercial space and the environment created will be accessible for all sections of the community. Residents have been involved throughout the design development process and will be provided with further opportunities to engage during the delivery stage of the new development.
- 10.3. The JV partners are working with colleagues in the City's Employment and Skills team and with colleagues taking forward the proposal to redevelop the North Manchester General Hospital to establish a Social Value / Local Benefit Framework to target employment, skills and wider capacity development opportunities at North Manchester communities.

(b) Risk Management

- 10.4. The Victoria North programme will continue to be progressed in accordance with existing internal governance arrangements and within the legal framework of the Victoria North Joint Venture. The Council's existing Capital Approval process will be followed in full in relation to the Collyhurst programme, with any additional governance and accountability structures developed in accordance with the Council's risk management framework.

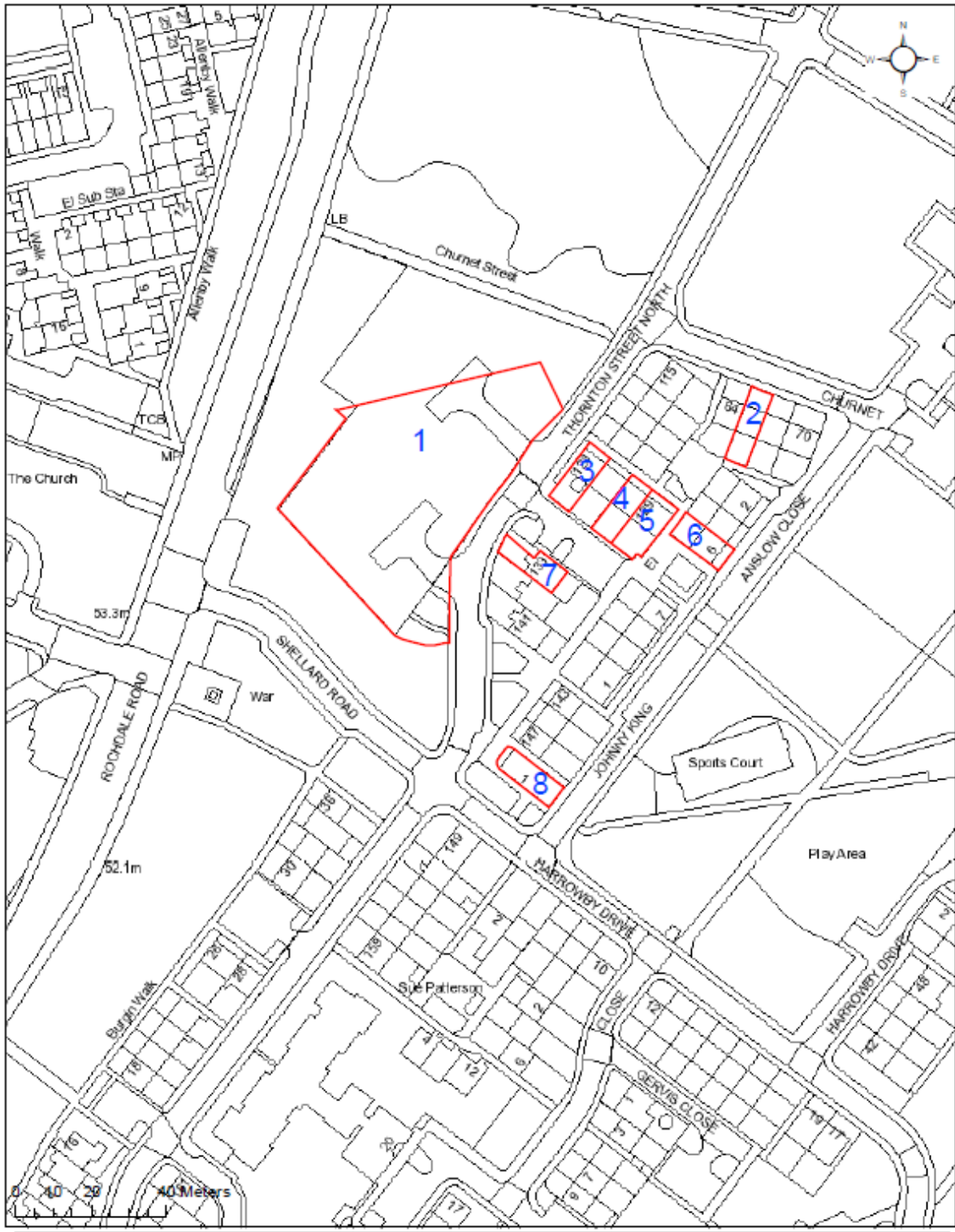
(c) Legal Considerations


- 10.5. Legal Services work closely with the project team to provide legal advice on all aspects of the Victoria North Initiative, including in respect of contractual arrangements for the delivery of Collyhurst Phase 1, and in relation to land assembly and disposal to facilitate scheme delivery. Legal Services will continue to support and advise the team on all aspects of this project to

facilitate delivery and ensure compliance with all relevant legislation, regulations and contractual terms.

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Appendix 1 - Draft Order Lands Plan



<p>1:1,250 PLAN FOR IDENTIFICATION PURPOSES ONLY</p>	<p>Strategic Development Growth and Neighbourhoods Directorate P.O. Box 532 Manchester M60 2LA</p>	 MANCHESTER CITY COUNCIL
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**CITY OF MANCHESTER
(THORNTON STREET NORTH,
COLLYHURST VILLAGE)
COMPULSORY PURCHASE ORDER
2022.**

STATEMENT OF REASONS

DRAFT

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1. DEFINITIONS

In this Statement of Reasons, the following definitions are used;

“Collyhurst Village Neighbourhood”	means the area as shown on the plan at Appendix 2
“Collyhurst Village Spatial Framework”	means the Spatial Framework for Collyhurst Village that is set out in the SRF.
“FEC”	means Far East Consortium International Limited, the Councils JV partner
“The Council”	means Manchester City Council
“The CPO Guidance”	means the Guidance on Compulsory purchase process and The Criche Down Rules 2019 issued by the Department for Levelling Up, Housing & Communities
“The JV”	means the Joint Venture Agreement between Far East Consortium International Limited and Manchester City Council
“The Order”	means the City of Manchester (Thornton Street North, Collyhurst Village) Compulsory Purchase Order 2022
“The Order Lands”	means the land included in the Order as shown on Plan at Appendix 1
“The Scheme”	means the redevelopment of part of the Collyhurst Village Neighbourhood for which the detailed planning permission (Ref. 129393/VO/2021) has been granted, site shown on Plan at Appendix 3
“The SRF”	means the Northern Gateway Strategic Regeneration Framework, approved by the Council’s Executive Committee in March 2019
“Victoria North”	means the regeneration initiative, formerly known as the Northern Gateway comprising the area as shown on the plan at Appendix 2

2. INTRODUCTION

- 2.1. This document is the Statement of Reasons of Manchester City Council for making a compulsory purchase order entitled the “The City of Manchester (Thornton Street North, Collyhurst Village) Compulsory Purchase Order 2022”.
- 2.2. The Compulsory Purchase Order is made pursuant to s.226(1)(a) and s.226 (1A) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004. The Council considers that there is a compelling case in the public interest to acquire land to facilitate development, redevelopment or improvement of land at Thornton Street North for the provision of 244 new residential dwellings together with associated works including a new park ("the Scheme") and that the proposed acquisition is likely to contribute to the achievement of the promotion or improvement of the economic, social and/or environmental well-being of the area.
- 2.3. Planning permission has been granted for the Scheme which comprises the demolition of 29 residential units and 1 commercial unit, the construction of 244 new homes and associated works including a new park as detailed in Section 8.
- 2.4. The Scheme will deliver much needed development on previously used land, providing new housing, new retail and community space, new landscaping, public realm and a park. It will start the process of remodelling this area of Victoria North to address the poor layout and design of the residential properties in the neighbourhood, creating a positive impact on the character and appearance of the area bringing environmental, economic and social benefits. The purpose of the Order is to secure the acquisition of all interests in the Order Lands to facilitate delivery of the Scheme.
- 2.5. The Scheme is being promoted by the Council and its JV partner Far East Consortium International Limited (FEC). FEC is the Council’s investor partner and an experienced developer.
- 2.6. The Order has been made by the Council for the purposes of acquiring the Order Lands which are required for the implementation of the Scheme located in the Collyhurst Village neighbourhood, the need for which is fully explained in this Statement of Reasons.
- 2.7. This Statement of Reasons has been prepared in accordance with the provisions of the CPO Guidance.

3. DESCRIPTION OF THE ORDER LANDS AND ITS LOCATION, TOPOGRAPHICAL FEATURES AND PRESENT USE AND OWNERSHIP

- 3.1. The Order Lands, as detailed in the Order, comprise land and buildings within the Collyhurst Village neighbourhood of Manchester. The comprehensive redevelopment outlined in Section 8 of this statement will not be possible without the acquisition of the Order Lands.

- 3.2. The Collyhurst Village Neighbourhood is located in the Harpurhey Ward of North Manchester. Spatially, the Neighbourhood lies approximately 2.7 kilometre (1.7 mile) north east of Manchester City Centre, and is bounded by Queens Road to the North, railway line to the East, Collyhurst Road to the South and Rochdale Road to the West and is identified on the plan attached at Appendix 2. It extends to approximately 25.7 hectares (63.5 acres), and is one of the 7 neighbourhoods identified in the SRF. As at November 2021, the Collyhurst Village Neighbourhood contained 450 dwellings of which 370 were council homes, 24 Registered Provider homes and 56 were Right to Buy (RTB) / owner occupied homes. Out of the 370 council dwellings 140 are low rise cottage flats, 25 are retirement flats, 27 are bungalows and 178 are houses.
- 3.3. The Order Lands consist of 1 commercial unit with living accommodation above, 6 former Council homes purchased through the Right to Buy and various rent charges
- 3.4. The commercial unit within the Order Lands, situated on Harrowby Drive is a local convenience store, "The Collyhurst Village Store". This is Collyhurst Village neighbourhood's only existing retail provision although there are also convenience stores and hot food takeaways situated on Rochdale Road in the nearby South Collyhurst neighbourhood and also a similar range of shops on Queens Road in the Monsall neighbourhood to the north.
- 3.5. The Council is seeking powers to acquire the Order Lands and all interests within it to enable the Scheme to proceed.

4. AN EXPLANATION OF THE USE OF THE PARTICULAR ENABLING POWER; S226 PLANNING POWERS

- 4.1. Section 226(1)(a) of the Town and Country Planning Act 1990 ("the 1990 Act"), as amended by the Planning & Compulsory Purchase Act 2004, enables the Council to compulsorily acquire land if it thinks that the acquisition will facilitate the carrying out of development, redevelopment or improvement on, or in relation to the land, provided that this will, in accordance with s226(1A), contribute to the achievement of the promotion or improvement of the economic, social and / or environmental well-being of the relevant area.
- 4.2. The Council has resolved to make the Order because it considers that the requirements of s226(1)(a) and s226(1A) of the 1990 Act are met. The Order has been made for the following reasons-
- 4.2.1. Delivery of the Scheme is unachievable without acquisition of the Order Lands
- 4.2.2. The Scheme would facilitate the commencement of development, redevelopment and improvement of the Collyhurst Village Neighbourhood and improve and promote economic, social and environmental well-being within the area in accordance with the requirements of s226(1A).

- 4.2.3. Without implementation of the Scheme the conditions in the Collyhurst Village Neighbourhood will persist, with significant vacant land, poor quality environment, mono-tenure housing offer and consequential poorly functioning housing market.
- 4.2.4. It is unlikely that all the Order lands can be acquired by agreement. Therefore, in order to ensure the comprehensive delivery of the Scheme and as outlined in the CPO Guidance, a compulsory purchase timetable has been planned as a contingency measure and formal procedures initiated.
- 4.3. The Council is satisfied that section 226(1)(a) is the appropriate enabling power to rely upon pursuant to paragraphs 10 and 11 of the CPO Guidance.
- 4.4. The Council recognises that a compulsory purchase order can only be made if there is a compelling case in the public interest (paragraphs 2 and 12 of the CPO Guidance) which justifies the interference with the human rights of those with interests in the Order Lands.
- 4.5. The Council is satisfied that it may lawfully exercise its powers of compulsory purchase under the powers set out above and, for the reasons set out in Section 5 below, that there is a clear and compelling case in the public interest for such exercise and that the public interest is sufficiently important to justify the interference with human rights of those holding interests in the Order Lands. The Council is satisfied that the Order may lawfully be made.

5. AN OUTLINE OF THE AUTHORITY'S PURPOSE IN SEEKING TO ACQUIRE THE LAND

- 5.1. Manchester has experienced rapid population growth since 2000. The number of residents has risen from 422,000 to almost 600,000 - a figure that is expected to increase to 630,000 in the next six years. The regeneration of Collyhurst has long been a strategic priority for the Council to ensure that the neighbourhood and its residents are able to benefit from the ongoing economic growth that is being experienced by the City and the region.
- 5.2. Since the termination of the proposed Collyhurst Housing Private Finance Initiative (PFI) scheme by the coalition Government in 2010 and the withdrawal of £252m PFI credits, the Council has sought alternative avenues to bring about the long-term sustainable regeneration of the Neighbourhood. In 2013/14, through public consultation, the Council developed and approved a Spatial Masterplan for Collyhurst that set out high level aspirations.
- 5.3. This Spatial Masterplan enabled some early work to take place to improve permeability of the Neighbourhood through construction of new highways and also facilitated the site assembly activity that has created much of the developable space within the Scheme boundary. Specifically, the Council facilitated the demolition of 84 homes (consisting of 61 Council, 16 RP and 7 privately owned homes), all of which were vacated by negotiating with the occupants and owners.

- 5.4. In April 2017 the City Council entered into a Joint Venture Partnership (JV) with Far East Consortium International Limited (FEC) to deliver the initiative known as Victoria North (formerly The Northern Gateway) and facilitate the residential led redevelopment of the adjacent neighbourhoods of Lower Irk Valley, New Cross and Collyhurst, on the north eastern edge of the City Centre.
- 5.5. Far East Consortium International Ltd (FEC) specialises in property, hospitality and car parking ventures. Their property development experience includes mixed used developments and high-quality residential developments, with its diverse portfolio spanning China, Hong Kong, Singapore, Malaysia, Australia and the UK (London and Manchester).
- 5.6. The Victoria North initiative encompasses an area of 155 hectares of land and contains significant tracts of brownfield land and marginal economic uses close to the City Centre, and the relatively low density and poorly laid out Collyhurst Council estate in the northern extent of the area. To bring about the comprehensive redevelopment of Victoria North, the Council, with its JV partner embarked on a process to produce a Strategic Regeneration Framework (“SRF”). Much of the principles established during development of the Collyhurst Spatial Masterplan flowed through to the development of the SRF in relation to the Collyhurst neighbourhoods.
- 5.7. Following an extensive public consultation exercise that was undertaken during the autumn of 2018, the Council’s Executive meeting of February 2019 approved the SRF as a means of guiding and coordinating development activity undertaken by the JV partnership and other third party agencies within the area. The SRF and the Spatial Frameworks contained within the SRF, superseded the 2014 Collyhurst Spatial Masterplan.
- 5.8. The SRF presents a Vision, Core Objectives, and a SRF Development Framework to guide the future regeneration of the whole of Victoria North over the next 15-20 years. The Vision Victoria North is
- “..to deliver a series of vibrant, sustainable and integrated residential neighbourhoods within the extended city centre of Manchester.*
- These neighbourhoods will provide a range of housing options in a high-quality, well managed environment, with high levels of connectivity that link the growth of the city centre with surrounding Manchester communities. This will include the delivery of a range of affordable housing products to meet the needs of residents on a range of incomes.*
- The Northern Gateway SRF will support long-term growth and promote economic, social and cultural uses to support the creation of high performing and sustainable new communities where people choose to live, work, and play.”*
- 5.9. The SRF outlines eight Core Objectives that are considered in developing the proposals for Victoria North-

A unique and high-quality residential-led regeneration scheme – Provide significant new housing with a mix of types and tenures to accommodate new and existing residents of all ages, along with the essential facilities and amenities to create integrated neighbourhoods with a sense of place and community.

The Northern Gateway is an opportunity to create a series of new and vibrant neighbourhoods, and to integrate Collyhurst and existing communities within North Manchester, through better linkages to local and regional employment, and improved social and community infrastructure.

A varied network of high-quality green streets and public open spaces - Allow the Irk Valley to connect into a varied network of open spaces and the creation of high-quality public realm in neighbourhoods throughout the Northern Gateway.

New and existing open spaces are proposed in a meaningful way to create a green and blue infrastructure network and legible wayfaring links to neighbourhoods and amenities, in a network extending throughout the study area and connecting North Manchester communities.

Manchester's unique city river park - The Northern Gateway presents a unique opportunity to create Manchester's City River Park; a leisure corridor connecting the city centre and North Manchester as part of an extensive network of high-quality open space and public realm and improve the ecological status of the River Irk.

The Lower Irk Valley cuts a swathe through the Northern Gateway, adding a unique, natural landscape for future use and enjoyment, by providing opportunities for high-quality water-edge development and revitalised linear and cross-connectivity.

Build on the best of what is there - There is an opportunity to enhance the character of the study area by drawing from existing physical, historic and landscape assets to build a meaningful sense of place.

The character of the study area will be informed by physical, historic and landscape assets, as well as existing residents and businesses. These will be fully considered to ensure that the cultural past is part of a re-invigorated future. Existing communities are key assets upon which the regeneration of the Northern Gateway will be developed.

Improve connectivity across the Northern Gateway and beyond - Create well-connected and accessible neighbourhoods that encourage support for high-quality transport infrastructure and capitalise on the area's proximity to the city centre and key public transport infrastructure.

To attract new residents and improve the lives of existing communities, the Northern Gateway will be home to a series of well-connected and sustainable neighbourhoods. The Northern Gateway will provide high-quality access to

jobs, particularly those within key growth areas, such as the city centre, the Etihad Campus, Media City, and Corridor Manchester, alongside new and existing leisure and recreation opportunities.

Create new gateways to and from the city centre - New gateways that establish strong links with surrounding communities and create destinations that extend the influence of the city centre northwards.

The Northern Gateway will be a threshold to the city, connecting to the city centre and expanding it northwards to unlock the potential in northern suburbs, and laterally across the valley. It will better connect communities in north and east Manchester with opportunities throughout the regional centre.

Promote truly sustainable places - Deliver truly vibrant, integrated and sustainable residential-led neighbourhoods, supported locally by a mix of economic, social and cultural uses, located close to core employment, leisure and transport provision.

The Northern Gateway will be an exemplar regeneration project providing truly sustainable neighbourhoods located at the heart of the regional centre promoting innovation through the use of SuDS, district heating, renewable energy and waste management as part of its place making ambition.

Foster the emergence of local retail and service hubs - Build on existing services and facilities and highlight opportunities for new hubs for retail and service uses that provide local amenity and integrated provision at the heart of communities.

The scale of the Northern Gateway would require significant investment in social and community infrastructure. Opportunity for new Retail and Service Hubs will be identified, with a mix of uses, including employment, retail, social, community, health and education facilities, to ensure a sustainable network of provision that serves the needs of the local community and supports the growth of the city centre.

- 5.10. Contained within the SRF are the aspirations for the future development of the 7 neighbourhoods of Victoria North (including Collyhurst Village Neighbourhood), which over a 20-year period have the potential to deliver circa 15,000 new homes.

The vision for Collyhurst Village, in which this scheme is located is –

“.. to create a high-quality, family-orientated, residential led neighbourhood, with a distinctive sense of place, a mix of housing options and a dynamic community heart, supported by high-quality social and community infrastructure.

There are opportunities to improve connectivity to the city centre and existing neighbourhoods, and provide a range of public realm

interventions, including a New Collyhurst Park linking Collyhurst Village to the new City River Park.

There is an opportunity in the short-term to deliver a range of new and affordable housing, which could include a number of new social housing units within Collyhurst as part of the initial phases of development.”

- 5.11. Since approval of the Framework, the JV has sought to translate the vision contained within the SRF into delivery and in February 2020 the Council’s Executive approved the JV’s Strategic Business Plan, and Initial Development Area Business Plan, based upon the provision of new homes within the neighbourhoods of Collyhurst, New Cross and New Town delivered through separate Planning Applications.
- 5.12. Planning approval (ref 128788/FO/2020) was granted on 2nd February 2021 for a package of site enabling works to be undertaken on the vacant Council owned land included within the Scheme boundary. The enabling works included erection of site hoarding and temporary site access, tree removal, cut and fill excavation, site clearance and remediation. This work is nearing completion.
- 5.13. On 21st June 2021, the Scheme in Collyhurst Village achieved detailed planning approval (ref 129393/VO/2021). The Scheme represents the start of development in this neighbourhood and will deliver –
- the demolition of the existing 29 residential properties, 1 commercial unit (the Collyhurst Village Store), and associated car parking
 - the erection of a residential led-development comprising 3 and 4 storey houses;
 - 2no. 5 and 6 storey apartment buildings with ground floor flexible commercial units (Use Class E);
 - associated car parking, cycle and refuse storage, landscaping, public realm and infrastructure; and
 - the creation of a new park
- 5.14. The Scheme will be an initial stage of new residential development in the neighbourhood, delivering against (and acting as a key driver for) the SRF objectives and the Collyhurst Village Neighbourhood Design and Development Principles, in the following respects-
- Creation of a high quality, family orientated, residential-led, sustainable neighbourhood, which will accommodate a mix of medium to high density housing types and tenures for residents of all ages;
 - Enhanced legibility, with Landmark buildings located along Rochdale Road and the edge of the new park, and building typologies designed to provide a defined street frontage along primary roads, maximising density on the edge of the neighbourhood, while supporting a more human scale of development at the heart of Collyhurst Village
 - Improved neighbourhood connectivity and permeability, with clear connection routes to the existing neighbourhood and providing access

to open space amenities in the form of the new park and the wider network of green spaces

- Improved provision of green spaces, creating overlooked and safe amenity space acting as focal points for activity and social interaction, across the wider neighbourhood
- Provision of new homes for the existing residents that are affected by the Scheme ensuring that the established community continues to play a part of the Neighbourhood's future.
- Achieving sustainability at the heart of Greater Manchester through innovative energy efficient design, low carbon energy supply, integrated SuDs, promotion of active travel and incorporation of Green and Blue infrastructure increasing biodiversity and amenity value.
- Creation of balanced safer streets with active frontages enhancing quieter routes and community and amenity space fostering a safe, vibrant and inclusive neighbourhood.
- Retention of existing local business through the provision of a new retail premises as a replacement for the established retail premises located within the Scheme boundary

5.15. The Scheme will be a mixed tenure development consisting of 100 Council homes and 144 open market sale homes delivered through the Council's JV arrangement with FEC. FEC are the Development Manager for The Scheme, managing the procurement of both the social and open market sale homes as one development. FEC will enter into a Building Contract for The Scheme and each party, the Council and FEC, will bear the cost of the construction for their respective properties with infrastructure, abnormals and design fees being apportioned between the parties on the basis of the Gross Internal Floor Area (GIFA) of the social and open market sales properties. FEC will acquire the land for the open market homes on a freehold interest basis from Manchester City Council and will deliver the social homes under a building licence.

5.16. The Scheme would begin to transform this part of Collyhurst and would make a significant contribution to the economic, social and environmental well-being of the area and the wider Victoria North initiative, delivering very significant benefits including:-

- Significant enhancement to the landscape environment and built form through the redevelopment of currently vacant and unused sites fronting a major arterial route into the city.
- Sustainable regeneration of the area with modern, high quality, age friendly, low carbon, energy efficient new homes as part of a mixed tenure neighbourhood;
- family housing at a density which supports other local amenities and promotes the long-term sustainability of the area;
- Begin to create a functioning local housing market and establish a benchmark for future regeneration of the area;
- Opportunities for existing residents to remain in the area and directly benefit from the regeneration of their neighbourhood, engendering confidence in stakeholders about the future of the area;
- A new, accessible, larger retail premises in a prominent location;

- A new community meeting room facility, available for residents across the wider Collyhurst neighbourhood
- Environmental and public realm improvements with improved permeability and legibility through the estate;
- A new park providing a quantitative and qualitative gain in amenity space, enhancing the area and connect residents to the City River park (a wider network of Green and Blue spaces being delivered as part of the overall Victoria North initiative);
- Ecological improvements through the provision of Green streets, rain gardens, water retention basin and swale in the new park delivered as part of the SuDs strategy.

6. JUSTIFICATION FOR COMPULSORY PURCHASE

- 6.1. There is a continued and compelling case for change in the Collyhurst neighbourhoods of Victoria North based on the need for new housing and regeneration.
- 6.2. The majority of the Collyhurst Village neighbourhood is situated in LSOA 009G, and in terms of deprivation the neighbourhood is within the top 1% of the most deprived areas in the country, (ranked 79 out of 32,844 LSOA's in England, where 1 is the most deprived) considering factors such as income, employment, health, crime (Crown Copyright Office for National Statistics Indices of Multiple Deprivation 2019).
- 6.3. As noted above there are currently 450 homes in the Collyhurst Village neighbourhood of which 370 are Council-owned dwellings, 24 are owned by an RP and 56 are privately owned. Over recent years, the level of privately owned properties has increased as a result of tenants exercising their Right to Buy. However, the ratio of home ownership compared to Council tenanted property is still low overall and the current tenure mix does not meet the aspirations of income earning households and fails to support a balanced and sustainable community.
- 6.4. The 1970's Radburn design of the Neighbourhood results in a lack of natural surveillance. This makes it difficult to navigate the neighbourhood thereby increasing opportunities for criminal and anti-social behaviour impacting negatively upon the internal and external image of the area. The Neighbourhood also suffers from poorly managed incidental open space.
- 6.5. The current low density nature of the housing coupled with the low levels of disposable income of current residents, means that many of the local amenities ordinarily expected in a residential area are not viable in this locality.
- 6.6. Delivery of the Scheme will require the demolition of 29 residential properties and 1 commercial property. The 29 dwellings consist of 22 Council homes, 4 homes in owner occupation, 2 privately rented homes and 1 Registered Provider (RP) property. The following is a summary of the residential accommodation that will need to be demolished in order to deliver the Scheme-

Fig 1. Summary of the residential accommodation that need to be demolished for scheme delivery.

	2 bed flat	flat above shop	3 bed house	4 bed house	6 bed house	Total
Council homes	5	-	13	3	1	22
Owner-occupied	1	-	2	1	-	4
Registered provider	-	-	1	-	-	1
Private rented	-	1	1	-	-	2
	6	1	17	4	1	29

- 6.7. An absolutely key principle of the Scheme and a clear Council commitment is to deliver development in a manner which enables retention of the existing community, allowing the households that will be displaced by the development to move into the new homes and directly benefit from the regeneration. As a result the development will be delivered in stages that have been carefully thought out to ensure that the existing residents and occupier of the commercial unit have an opportunity to move into one of the new properties as part of a single move strategy. This will require the new Council homes, commercial unit and appropriately sized open market sale homes to be made available at an advanced stage of the development programme allowing the demolition and completion of the new park as one of the last stages in the construction programme.
- 6.8. To facilitate this staged approach, the development is arranged into six plots. Plots A-D will deliver the residential development and new commercial floorspace, with Plots E and F being the location of the new park (see Plot Arrangement Plan at Appendix 4). Currently Plots A – E are cleared sites that are ready for development, with Plot F being the location of the existing homes and Collyhurst Village Convenience Store. The build programme will enable housing development to commence at Plots A and D concurrently, whilst also delivering the first part of the new park and the SuDs feature at Plot E that will serve properties and landscaping within the new development. Development of Plot F will then be undertaken following demolition of the existing units to complete the extent of new park that is being delivered through this scheme.
- 6.9. Without the acquisition of the Order Lands, it will not be possible to deliver the Scheme, which accords with the SRF and the extant planning permission and there is therefore a compelling case in the public interest for the acquisition of the Order Lands. There is no prospect of the market realising a comprehensive regeneration of the area without intervention. It is essential therefore that all of the Order Lands are acquired as failure to achieve regeneration will adversely affect the lives of local residents, the prospects for local businesses, the potential for further investment in the wider area and the economic prospects for the City in general.
- 6.10. With respect to the proposed Scheme, the Council has considered the issue of the Order's conformity with the European Convention on Human Rights ("ECHR"), which has been directly enacted into UK law through the Human Rights Act 1998.

- 6.11. Of particular relevance is Article 1 of the First Protocol of the ECHR, which provides that “Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.” Compulsory acquisition of a person’s property is clearly a deprivation of that person’s possession and is, prima facie, an infringement of their Article 1, Protocol 1 right.
- 6.12. Article 8 of the ECHR is also relevant in this context. It provides that “(1) Everyone has the right to respect for his private and family life, his home and his correspondence,” and that “(2) There shall be no interference by a public authority with the exercise of this right except such as is in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the protection of the rights and freedoms of others.” This means that the compulsory acquisition of a home or the compulsory relocation of a tenant would, on the face of it, be an interference with this fundamental right.
- 6.13. When considering compulsory purchase order proposals, the local authority has to have regard to the impact the proposals may have in respect of the above Articles. It is expected that the “doctrine of proportionality” will be applied to ensure “that a measure imposes no greater restriction upon a Convention right than is absolutely necessary to achieve its objectives”. Simply put, the interference with the fundamental rights is no more than is reasonably necessary to achieve the legitimate aim being pursued.
- 6.14. The Council must take into account both public and private interests in the exercise of its powers and duties as an Acquiring Authority (and Local Planning Authority). For the reasons set out in this Statement of Reasons the Council is satisfied, that there is a compelling case in the public interest for compulsory acquisition of the Order Lands which justifies interfering with the Convention rights referred to in the foregoing, and that the use of compulsory purchase powers in this matter is both necessary and proportionate in order to secure the economic, social and environmental well-being benefits that this scheme will promote.
- 6.15. Building on previous success in this area, every effort will be made to acquire the Order Lands on a voluntary acquisition basis, including payment of all reasonable legal and surveyor fees in relation to the voluntary acquisition. If the Order is confirmed, the dispossessed owner(s) will receive market value compensation for their interests in the Order Lands. Owner-occupiers will be offered financial support to purchase a new home, either within the new development or elsewhere within Manchester under the provisions of the Council’s Manchester Home Improvement and Relocation Assistance Policy made under Article 3 of the Regulatory Reform (Housing Assistance) (England and Wales) Order 2002. Tenants, both Council and private will be offered an opportunity to be rehoused within one of the new Council homes within the development. All eligible occupants will receive appropriate compensation having regard to the Land Compensation Act 1973. The CPO powers are being

invoked as a necessary contingency measure to ensure the Scheme can be delivered should voluntary acquisition not be possible.

- 6.16. The improvement of the Collyhurst Village Neighbourhood is a legitimate aim and without the use of the powers, the much needed regeneration and redevelopment of this area will be jeopardised as there is a real prospect that not all of the land required to implement the Scheme will be acquired voluntarily.
- 6.17. Having regard to the above, it is considered that the compulsory purchase of the Order Lands is an appropriate and proportionate way forward.

7. A STATEMENT JUSTIFYING THE EXTENT OF THE SCHEME TO BE DISREGARDED FOR THE PURPOSES OF ASSESSING COMPENSATION IN THE NO SCHEME WORLD.

- 7.1. The Neighbourhood Planning Act 2017 (Commencement No.2) Regulations 2017 SI No 936 came into effect on 22nd September 2017. One of the key provisions of this was the amendment of the Land Compensation Act 1961, sections 6A to 6E. These sections deal with the concept of the 'no scheme world' in relation to valuations for the purposes of compulsory purchase compensation.
- 7.2. The basic 'no scheme' principal can be summarised in the following terms. For the purposes of the valuation, it is assumed that the scheme was cancelled on the relevant valuation date, thus creating the 'no scheme' world. Any increase or decrease in the value of the subject land or property which might be caused as a consequence of the scheme being undertaken – or the prospect of it - should be disregarded for the purposes of valuation.
- 7.3. The Scheme will result in the development of a significant number of new dwellings, creation of a new, high quality, well managed park and provision of new and improved public realm.
- 7.4. At the present time the majority of properties within the Collyhurst Village neighbourhood are Council homes with a relatively smaller number privately owned, having almost exclusively been purchased through Right to Buy. As a comparison around 87% of properties in Collyhurst Village are social rented compared to a citywide figure of 28%. Despite its proximity to the conurbation core, the housing market in this part of the city is constrained with values being lower than elsewhere.
- 7.5. The Scheme will generate a significant improvement to the area (in environmental, social, and economic terms). Any associated rise in property values would be disregarded when assessing values of the Order Lands.

8. DESCRIPTION OF THE PROPOSAL.

- 8.1. The Scheme will provide –

- 244 mixed tenure new homes consisting of 24 Council houses, 76 Council apartments with associated ground floor commercial space (162 sqm) and 144 houses to be sold on the open market.
- Creation of a new park
- Associated car parking, cycle and refuse storage, landscaping, public realm and infrastructure.

To enable the new development, the demolition of 29 existing residential properties and the Collyhurst Village Convenience Store is necessary.

- 8.2. The proposed development has been designed to ensure an efficient, functional, secure and attractive layout that makes efficient use of the site, responding to the relationship with Rochdale Road by providing additional scale at the western boundary through the apartment buildings and 3 storey townhouses. To the east, and facing onto the proposed new park, low rise housing predominates and is placed to create a series of perimeter blocks which clearly delineate between public routes and private amenity space. The new affordable homes and open market sale homes have been dispersed across all plots to create a “tenure blind” development. A site layout plan of the Scheme can be found at Appendix 3.
- 8.3. **Houses and Apartments** – The Scheme will provide a mix of residential types and tenures, consisting of 100 affordable (Council) homes and 144 open market sale homes. The new homes will be high quality, age friendly, low carbon, and energy efficient part of a mixed tenure neighbourhood. A full schedule of the residential accommodation is set out below:

Fig 2. Schedule of the new residential accommodation delivered by the Scheme.

	Tenure	Houses			Apartments				Duplex apartments		Total
		2 bed	3 bed	4 bed	5 bed	1 bed	2 bed	3 bed	2 bed	3 bed	
Collyhurst Village	Council		16	7	1	18	40	2	12	4	100
	Open market Sale	56	72	16							144
	Total	56	88	23	1	18	40	2	12	4	244

- 8.4. The development has been designed with a holistic low energy design concept involving a fabric first approach. The U-values, design of air permeability and ventilation targets all aspire to Passivhaus design standards, along with the consideration and application of low zero carbon renewable technologies. This ensures compliance above Part L and meet the requirements of Manchester’s Core Strategy Policy EN6.
- 8.5. The Council homes have all been designed to meet Lifetime Homes standards which means a greater number of houses can be adapted to meet the requirements of their occupants if necessary, helping residents remain in their homes. Of note, these houses incorporate the potential for a through floor lift into the design, an adaptation which would normally require a significant and costly change to the house. Open market sale houses are designed as open

plan between the kitchen, dining and living spaces allowing flexibility to accommodate a range of lifestyles.

- 8.6. **Community and Commercial Space** – The proposals include 162 sqm of commercial floorspace (Use Class E) located at the ground floor of the 6 storey apartment building on Rochdale Road, fronting onto the new neighbourhood square in Plot A. This provides an opportunity for the relocation of the existing Collyhurst Convenience store that will need to be demolished to deliver the Scheme. The discussions with the business owner are being progressed on this basis. In addition to the commercial space the apartment block also contains a community space, providing an opportunity for social interaction to support a sustainable community.
- 8.7. **Landscape and Public Realm**- The landscape and public realm proposals have been developed to create a people first approach to streetscape design, maximising opportunities for green infrastructure and providing a sustainable approach to surface water management.

The housing area is separated into four plots (A-D). The streets in each plot have been arranged into three categories creating a strong and distinct hierarchy across the site. The streetscape categories are:

- Green links – main north / south connections between Rochdale Road and New Collyhurst Park, this includes Paget Street and a newly created street to the northern boundary of the site
- Internal Street – these streets run north / south through the site and are accessed from Thornton Street and have no vehicle connection onto Rochdale Road. This creates an ‘access only’ scenario; and creates the opportunity to design a less formal streetscape.
- Living Street – these streets are ‘access only’ and are the least busy within the masterplan, generally only accessed by a handful of homes. They are designed along the principles of the Dutch streetscape design concept Woonerf.

The landscape/public realm proposals for the housing areas includes the development of a new neighbourhood square, part of a network of new public spaces proposed in the Victoria North SRF. The new square is located on the southern boundary of the site adjacent to the existing war memorial and is defined by Rochdale Road, Shellard Street and Thornton Street North. The square will act as a community space, connected to the proposed community hub located in the ground floor of the adjacent apartment building. It is envisaged that the space will be used to hold local community events. Tree and shrub planting have been strategically placed to shelter the space from the surrounding roads. Seating opportunities are located to the edges of the space to allow for an adaptable central area for events.

- 8.8. **New Collyhurst Park** – The Scheme also includes a new linear park (1.3ha) located in the south eastern part of the site which includes open space, a play area, wetland, sustainable drainage systems (SuDs), combined cycle and pedestrian paths and woodland. The park included within the Scheme will be

one of the first elements of the City River Park, a key aspect of the SRF and whilst the Scheme will create a complete amenity space, there is future opportunity to further extend the park in a northerly direction if future development is brought forward in the area.

Although there is an existing park within the neighbourhood the new park will provide a qualitative and quantitative gain in amenity value benefitting the existing and new communities. In addition, the new space will begin to connect the neighbourhood and its residents into the wider network of Green and Blue space that is an essential component of the SRF.

The new park consists of a number of different character areas connected by a central spine path running north /south between Shellard Street and Burgess Street designed for use by pedestrians and cyclists. A number of secondary paths are proposed to aid access and movement around the park and ensure its integration into the surrounding proposed and existing urban grain. The character areas proposed include:

- A gateway space adjacent to Shellard Street connecting the park with a new neighbourhood square associated with Collyhurst Village. This creates an integrated public space across the two sites with priority given to pedestrians in this location of Thornton Street North.
- Areas of woodland blocks acting as structure within the park to define recreation spaces. The woodland blocks also provide significant habitat and bio-diversity benefits and provide opportunities for informal and natural play.
- Areas of open lawn providing multifunctional recreation spaces for informal sporting activities and larger team or group events.
- An orchard of fruiting trees to enhanced local habitat and biodiversity whilst creating opportunities for community-based activities such as food growing and harvesting. The inclusion of the orchard is a direct result of the public consultation process.
- A formal play space located centrally within the park creating a hive of activity for all age groups.
- A pedestrian boulevard running east / west through the park along the current alignment of Churnet Street. This route connects the park into the existing surrounding urban grain whilst establishing new routes for future development phases.
- A bio-diverse linear swale that runs parallel to Thornton Street North and is designed to attenuate surface water runoff from the park and highway.
- An area of multifunctional wetland to the north of the park, designed to be a wildlife haven whilst creating educational opportunities and attenuating surface water from Collyhurst Village to the adjacent side of Thornton Street North.

Seating opportunities are a key consideration of the park design taking the form of regular resting opportunities along key routes, informal seating opportunities to the edges of the recreational spaces and play areas and the introduction of picnic tables and benches to key spaces such as the banks of

the wetland. The seating opportunities are designed to accommodate all ages and abilities.

For a period of time the existing park will remain in situ, with the intention being that in the fullness of time, the land will be redeveloped for residential use potentially alongside extension of the new park as set out above and in accordance with the SRF.

- 8.9. **Car Cycle and Scooter Parking** – A total of 228 car parking space are proposed across the development, with all 168 houses having 100% provision of in curtilage parking, the apartments 32% provision within the parking courtyards with an additional 36 visitor spaces provided for within the Scheme. In addition, secure in curtilage cycle parking is provided for each house (200% provision) and internal cycle storage proposed for the apartments (100% provision) with scooter storage also provided within the apartment blocks. Sustainability is a key feature of The Scheme and provision has been included for Electric Vehicle Charging (EVC) on the basis of 100% provision of infrastructure to houses with an additional provision of charging points installed to 50% of the houses and 10% to the apartments during construction.
- 8.10. **Appearance** – The Scheme incorporates high-quality residential apartments and houses with flexible community/commercial space which complements and enhances the character of the surrounding area as well as setting a tone for the future regeneration of the Collyhurst Village neighbourhood.

Red multi-tones are proposed for the apartment buildings with clay brick being the material of choice because of its great aesthetic and, more importantly, the health, safety and longevity that masonry build is known to offer. The brickwork will be developed in both a stretcher bond soldier course and corbelled with cant brick detailing. The red brickwork will be detailed using vertical stack bonded soldier courses and corbled or sawtooth brickwork will enhance entrances. The brickwork will be complimented by brick deep window reveals, aluminium windows in dark grey and juliet balconies.

Entrances to the duplex apartments will include a buffer space to create a threshold to the apartment entrance. Corbled brick details will be incorporated to highlight entrances and duplex apartments. As well as the aluminium grey windows, canopies over doors will also comprise an aluminium slim roof and entrance doors will consist of grey modern timber.

The townhouses' design uses warm brick colours to create a common language across the development. A change in colour will differentiate the park facing houses from the street facing buildings. In addition, houses at key gateways have been enhanced using a different brick bond incorporating a darker brick to create further visual interest and different architectural detail. The contemporary design focuses on well-proportioned openings. A glazed brick pier between pairs of houses will add a flourish to terrace rhythm at eye level.

The houses are separated into those that are 'street view' and those that are 'park view'. The material palette for the street view houses includes a darker tone of brick whereas the park view houses includes a brick with a texture and light-coloured tone complimenting whilst contrasting with the material palette of the apartment building. Both the street view and park view houses will have the following characteristics:

- Full Brick Reveals to Windows;
- Simple Window Design; Grey UVPC window frame with Flush Opening Casements;
- Careful choice of brickwork;
- Complementary and coordinated roofing and rainwater goods;
- Feature Glazed Brick Wall for character and personalisation;
- Rainwater goods generally recessed into the rear masonry façades;
- Grey modern timber entrance doors.

- 8.11. **Access** – The principle means of vehicular access to the site is from Rochdale Road via Paget Street, Shellard Road or Marston Street. Access can also be achieved from Thornton Street North via Paget Street and also two new (unnamed) roads. The internal layout of the site has been designed in line with principles outlined within “Manual for Streets”.

Pedestrians can access the site from all directions. There is a footway surrounding the perimeter of the site and all streets have footways on either side. There are streets on site that have no through route for vehicles but do provide connectivity for pedestrians and provide direct access from parking areas to the gardens. In some instances, these are gated and provide access for residents only rather than the general public. The parking areas and internal streets have a different surface type to the surrounding streets and footways to encourage slower vehicle speeds and make these areas safer for pedestrian movement as well as vehicle movement.

Residents of the proposed development will be able to access the development using existing public transport services. There are bus services that run directly passed the site along Rochdale Road. The southbound stop is adjacent to the site, accessible from the street just to the north of the site that provides access for pedestrians and cycles but is not a through-route for vehicles. The nearest Metrolink stop is Monsall, approximately 600m northeast of the site.

- 8.12. **Sustainability** - The development has been designed with a holistic low energy design concept involving a fabric first approach. The U-values, design air permeability and ventilation targets all aspire to Passivhaus design standards along with the consideration and application of low zero carbon renewable technologies.

Through a Low and Zero Carbon feasibility assessment, the following features are incorporated into the design:

- Site wide PV array implemented onto the roofs of the apartment blocks.
- In line with the 5 year operational energy plan for Greater Manchester all energy used on site by prospective residents will be provided by a 100% renewable energy supplier.
- “Fast Charge” electric vehicle car charging connections will be provided to 100% of the proposed houses and 20% of the apartment parking spaces.
- Efficient MVHR systems are being proposed to each dwelling to provide a continuous source of filtered fresh air and maintain a healthy indoor environment.
- Waste minimisation will be targeted throughout the construction and occupational phase.
- Prioritising reusing existing materials and locally sourced materials for construction to reduce waste and transportation to landfill in addition and promote a low embodied carbon development.
- A separate strategic SUDS infrastructure within the proposed new park.

9. PLANNING POLICY JUSTIFICATION

9.1. Policy guidance at national and local level is supportive of the Scheme.

9.2. NATIONAL PLANNING POLICY & GUIDANCE

9.2.1. National Planning Policy Framework (March 2021) (“the Framework”)

The Framework document sets out the Government’s planning policies for England and how these are expected to be applied. The main aims of the document are to outline that the purpose of the planning system is to contribute to the achievement of sustainable development.

It explains that there are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

- an economic role, contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role, supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the communities needs and support its health, social and cultural well-being; and
- an environmental role, contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to

improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

The Scheme seeks positive improvements in the quality of the environment as well as improving people's quality of life by: building a strong, competitive economy, ensuring the vitality of town centres, promoting sustainable transport, delivering a wide choice of high quality homes including affordable homes, requiring good design, promoting healthy communities, meeting the challenge of climate change and flooding, conserving and enhancing the natural environment.

9.3. LOCAL POLICY & GUIDANCE

9.3.1. Manchester Core Strategy 2012 – 2027 (adopted July 2012) (“the Core Strategy”)

The Core Strategy forms the key Development Plan Document in Manchester City Council's Local Development Framework and sets out long term strategic policies for Manchester's future development. The Core Strategy identifies five regeneration areas that, along with the city centre, cover the entire city. Each area has different issues, challenges and opportunities.

The Scheme is located in North Manchester which is covered by the Northern Gateway Strategic Regeneration Framework. The Core Strategy notes that whilst North Manchester has many positive attributes, it also has a range of physical and social problems that must be tackled in order for the area to meet its potential. The key challenges facing the area are noted as; high levels of worklessness; deprivation concentrated by neighbourhood, rather than whole wards; limited housing choice in some areas; limited scope for physical change, and; congestion along key arterial routes into the City Centre.

Specific Core Strategy policies that support the regeneration of the Neighbourhood are as follows: SP1 'Spatial Principles', H1 'Overall Housing Provision', H4 'North Manchester', H8 'Affordable Housing', H10 'Housing for People with Additional Support Needs', T1 'Sustainable Transport', T2 'Accessible Areas of Opportunity and Need', EN1 'Design Principles and Strategic Character Areas', EN8 'Adaption to Climate Change', EN9 'Green Infrastructure', EN10 'Safeguard Open Space, Sport and Recreation Facilities', EN11 'Quantity of Open Space, Sport and Recreation', EN12 'Area Priorities for Open Space, Sport and Recreation', EN14 'Flood Risk', EN18 'Contaminated Land and Ground Stability' and DM1 'Development Management'.

9.3.2. Saved Policies within the Unitary Development Plan for the City of Manchester (1995) (UDP)

The UDP is contained within the City Council's Local Development Scheme as a 'saved' document. Specific Part 1 policies of relevance to this proposal include Environmental Improvement and Protection policy E3.3.

There are a number of city-wide development control policies, including ones concerning accessibility, housing and commercial development that are of relevance to this proposal, including DC7 New Housing Development, DC14 Shop fronts and Related Signs, DC20 Archaeology, and DC26 Development and Noise.

9.3.3. Guide to Development in Manchester SPD and Planning Guidance (2007) (SPD)

The SPD was formally adopted in April 2007, and is therefore relevant to the Scheme. In the City of Manchester, it is the relevant design tool and it outlines the importance of creating a sense of place, high quality designs, and respecting the character and context of an area. It provides a framework for all development in the City and requires that the design of new development incorporates a cohesive relationship with the street scene, aids natural surveillance through the demarcation of public and private spaces, the retention of strong building lines, appropriate elevational detailing and strong design particularly to corner plots.

9.3.4. Providing for Housing Choice SPD and Planning Guidance (2008)

The document was adopted on the 2nd September 2008, and wholly supports the Scheme. It provides that everyone should have the opportunity to live in a decent home; a home they can afford, in an area they want to live in. However large increases in house prices in the city have made it much more difficult for many households to get a foot on the housing ladder. The Affordable Housing strategy is one way of tackling the problem. It means making homes available to people who would otherwise find it hard to buy or rent. It includes housing rented from a public landlord like the council or a not-profit housing association or trust, as well as 'shared ownership' schemes.

9.3.5. Manchester Residential Quality Guidance (2016)

The City Council's Executive has recently endorsed the Manchester Residential Quality Guidance. As such, the document is now a material planning consideration in the determination of planning applications and weight should be given to this document in decision making.

The purpose of the document is to outline the consideration, qualities and opportunities that will help to deliver high quality residential development as part of successful and sustainable neighbourhoods across Manchester. Above all the guidance seeks to ensure that Manchester can become a city of high quality residential neighbourhoods and a place for everyone to live.

The document outlines nine components that combine to deliver high quality residential development, and through safe, inviting neighbourhoods where people want to live. These nine components are as follows:

- Make it Manchester;
- Make it bring people together;

- Make it animate street and spaces;
- Make it easy to get around;
- Make it work with the landscape;
- Make it practical;
- Make it future proof;
- Make it a home; and
- Make it happen.

9.3.6. Manchester Northern Gateway Strategic Regeneration Framework (2019)

The Northern Gateway SRF was endorsed by MCC at the City Council's Executive on 13 February 2019.

The SRF proposes seven interconnected neighbourhoods. The Scheme falls within the Collyhurst Village Neighbourhood.

The vision for the area is to create a high-quality, family-orientated, residential led neighbourhood, with a distinctive sense of place, a mix of housing options and a dynamic community heart, supported by high-quality social and community infrastructure. There are opportunities to improve connectivity to the city centre and existing neighbourhoods, and provide a range of public realm interventions, including a New Collyhurst Park linking Collyhurst Village to the new City River Park. There is an opportunity in the short-term to deliver a range of new and affordable housing, which could include a number of new social housing units within Collyhurst as part of the initial phases of development.

9.3.7. Lower Irk Valley – Neighbourhood Development Framework (January 2016)

The development framework, which has now been superseded by the Northern Gateway SRF, sought to guide future development in the area as part of establishing new developments and supporting public realm, highways and other infrastructure as part of a residential led neighbourhood.

The framework established core principles that sought to complement adjoining regeneration areas and coordinate with the principles established within the frameworks of these areas. The idea of connectivity from the City Centre and NOMA to areas and existing communities of Collyhurst in the north together with New Cross to the east and Angel Meadow to the south was seen as vitally important as part of improving connections, new development and high quality public realm.

9.3.8. North Manchester Strategic Regeneration Framework (SRF) (October 2012)

This document was prepared to guide the future regeneration and development of north Manchester. Within this document, the application site is located between the City Centre fringe and the inner core.

For developments within the City fringe area, the SRF states that developments should contribute to the growth of the City and be high density, accommodating a mix of uses.

The priority for North Manchester is to support to the growth of the City Centre by ensuring a coordinated approach and making the most of land available for high density developments. Furthermore, the document states that there should be a mix of uses with offices, residential located alongside leisure and retail uses.

With regards to the inner core, this is an area of housing led transformation. This will focus on utilising underused land and connect areas such as Collyhurst and Lower Irk Valley to the advantages of the City Centre. The document also outlines that over 2000 new homes will be delivered in this area as well as complementing proposals within the NOMA area and other northern gateway proposals

9.4. **PLANNING POSITION IN RELATION TO THE ORDER LANDS**

Within the Order Lands there are no listed buildings or conservation areas. Planning permission for the Scheme was granted to the Manchester City Council & Far East Consortium International on the 21 June 2021 as follows:

City Council Development for the erection of 168, three and four storey dwellinghouses (Use Class C3a) and two, five and six storey apartment buildings to form 76 residential apartments (Use Class C3a) with associated ground floor flexible commercial unit (162 sqm) (Use Class E); and the creation of a new public park; all with associated car and parking, refuse storage, landscaping, public realm and other associated works and infrastructure following demolition of 29 existing residential dwellinghouses, the Collyhurst Village Store and associated car parking.

10. **INFORMATION REQUIRED IN THE LIGHT OF GOVERNMENT POLICY STATEMENTS WHERE ORDERS ARE MADE IN CERTAIN CIRCUMSTANCES; EG WHERE ORDERS ARE MADE UNDER THE HOUSING ACTS:**

N/A

11. **ANY SPECIAL CONSIDERATIONS AFFECTING THE ORDER SITE, EG. ANCIENT MONUMENT, LISTED BUILDING, CONSERVATION AREA, SPECIAL CATEGORY LAND, CONSECRATED LAND, RENEWAL AREA, ETC;**

N/A

12. **IF THE MINING CODE HAS BEEN INCLUDED, REASONS FOR DOING SO**

N/A

13. DETAILS OF HOW THE ACQUIRING AUTHORITY SEEKS TO OVERCOME ANY OBSTACLE OR PRIOR CONSENT NEEDED BEFORE THE ORDER SCHEME CAN BE IMPLEMENTED, EG. NEED FOR A WASTE MANAGEMENT LICENCE;

- 13.1. The redevelopment proposals require the closure and / or diversion of public rights of way associated with Order Lands. The relevant orders will be applied for in due course using the appropriate powers.

14. DETAILS OF ANY VIEWS WHICH MAY HAVE BEEN EXPRESSED BY A GOVERNMENT DEPARTMENT ABOUT THE PROPOSED DEVELOPMENT OF THE ORDER SITE;

N/A

15. WHAT STEPS THE AUTHORITY HAS TAKEN TO NEGOTIATE FOR THE ACQUISITION OF THE LAND BY AGREEMENT.

- 15.1. The intention of the Council is to provide an opportunity for all affected occupants currently located within the Scheme boundary to be relocated to a new property within the Scheme through a single move. However, the Council wishes to avoid assuming responsibility for the existing housing conditions in occupied dwellings which means acquisition can only be completed with vacant possession. Therefore, in order to hold meaningful negotiations, it is only possible to commence once -
- development of the Scheme has been progressed sufficiently,
 - there is a clear understanding of the construction programme, (ie when replacement properties will become available); and
 - values of the new homes are understood.
- 15.2. As such, although residents and owners have been engaged and consulted with throughout design development (as detailed below), broadly speaking negotiations to acquire have not commenced, the only exception being the commercial unit, where the freehold owner has enquired about commencing the process.
- 15.3. The commercial unit is occupied on a long lease basis, with the freehold owned separately. There is residential accommodation above the shop which is the responsibility of the leaseholder. It is the Council's desire to relocate the existing Commercial Business into the new commercial space that is being constructed as part of the Scheme. Preliminary discussions have taken place with the shopkeeper in relation to the terms of acquisition of the Leasehold interest and the potential new terms that will be offered in relation to the new Council owned commercial space. Negotiations have also commenced with the Freehold owner of the commercial space with a view to acquiring the property by agreement. Negotiations with the Freeholder are being progressed

on an “Option to purchase Agreement” basis with a condition precedent that completion can only take place with vacant possession of the residential unit above the shop.

- 15.4. It is the Council’s express intention to seek to acquire the interests contained within the Order Lands by agreement and every effort will be made to do so. However, it is acknowledged that there is a probability that it may not be possible. In this respect, The CPO Guidance sets out that-

“Compulsory purchase is intended as a last resort to secure the assembly of all the land needed for the implementation of projects. However, if an acquiring authority waits for negotiations to break down before starting the compulsory purchase process, valuable time will be lost. Therefore, depending on when the land is required, it may often be sensible, given the amount of time required to complete the compulsory purchase process, for the acquiring authority to:

- *plan a compulsory purchase timetable as a contingency measure; and*
- *initiate formal procedures*

This will also help to make the seriousness of the authority’s intentions clear from the outset, which in turn might encourage those whose land is affected to enter more readily into meaningful negotiations.”

- 15.5. Therefore, having regard to The CPO Guidance and in order to deliver comprehensive delivery of the Scheme, a compulsory purchase timetable has been planned as a contingency measure and formal procedures initiated. Having now gained the approval of the Council’s Executive to proceed and gained clarity on the points outlined above at paragraph 15.1, discussions can commence with each private landlord on an “Option to Purchase Agreement” basis.

16. ANY OTHER INFORMATION WHICH WOULD BE OF INTEREST TO PERSONS AFFECTED BY THE ORDER EG PROPOSALS FOR REHOUSING DISPLACED RESIDENTS OR FOR RELOCATION OF BUSINESSES

- 16.1. **Consultation** - There is a long history of engagement and consultation with the Collyhurst community over the past 10-15 years starting with the PFI proposals in 2007, progressing through the Collyhurst Spatial Masterplan in 2014, the Northern Gateway SRF in 2018 and more recently the development of this Scheme during 2020/21.

- 16.1.1. It is worth noting that although the Scheme is located within the Collyhurst Village Neighbourhood, views have also been sought from the wider Collyhurst neighbourhood given that the Scheme is intended to set the benchmark for other development in Collyhurst, in terms of design, and quality. The engagement commenced in early 2020, but the onset of the Covid19 Pandemic meant that alternative methods of engagement

were required mainly centred around online and written forms of engagement.

16.1.2. The approach to consultation was designed to provide meaningful opportunities for the local community and key stakeholders to engage with and contribute to the development proposals and was undertaken in 3 stages comprising:

- Stage 1 – February 2020: Consultation on priorities and principles
- Stage 2 – June 2020: Consultation on early stage proposals with smaller groups of volunteer residents and residents' groups
- Stage 3 – September 2020: Consultation on detailed design proposals for Collyhurst Village.

16.1.3. Whilst it was possible to complete stage 1 of the consultation as envisaged, unfortunately, the Covid pandemic and the restrictions that were put in place necessitated a review of the subsequent stages of consultation and engagement. As a result, the planned stage 2 consultation was undertaken with the same intended group of volunteers through a printed briefing pack combined with opportunity for one to one telephone discussions. This approach was supplemented by similar contact with members of the local Resident Liaison Group (RLG), the Chairs of the Tenant Resident Associations (TRA) and the affected properties situated within the Collyhurst Village proposed site boundary.

16.1.4. Similarly, the ongoing situation with the pandemic meant that the approach to stage 3 consultation required adjustment. Consultation information was hosted online via a dedicated consultation website which incorporated a virtual exhibition and interactive feedback portal. This aimed to recreate on-line, the experience of face to face drop-in sessions. It included 10 'exhibition boards' with further information about the development, two videos which included interviews from members of the project team, as well as links to ask questions and provide feedback. This consultation was widely publicised through, the distribution of a consultation leaflet to 1,500 properties, coverage on various media platforms (including on the radio, social media and online media outlets), posters displayed by local organisations in key locations and direct emails to key local organisations and people who had previously signed up to receive updates on the consultation during previous phases of engagement.

16.1.5. This multi phased approach to consultation has ensured that feedback from the local community has been captured throughout the design development process and this has influenced the decisions about the Scheme proposals throughout.

16.1.6. In addition to this wider consultation, ongoing engagement has been undertaken with the residents and stakeholders that have an interest in the 29 residential properties and the commercial unit directly affected by the Scheme. Engagement has included, home visits and regular written

updates to occupants and owners. Officers have responded to individual enquires as they have arisen, and this process of ongoing engagement and support will continue until all the properties have been vacated/acquired and demolished.

- 16.2. **Rehousing and Relocation** – The intention of the Council is to provide an opportunity for all occupants currently located within the properties that need to be demolished to be relocated within the Scheme through a single move. Broadly, the occupants can be split into four groups; Council tenants, Private/RP tenants, Owner – occupiers and the commercial unit.

16.2.1. **Council tenants** – There are 22 existing Council tenants within the Scheme and they will be offered a new tenancy in one of the new homes that is suitable for their requirements. Therefore, a key component of the targeted engagement has been to understand the requirements of current occupants. In this regard a Housing Needs Assessment was undertaken with the Council tenants in May 2020. The outcome of this directly shaped the design of the Council homes that will be delivered through the Scheme, in terms of size, type, layout and adaptations, which have been included to meet the specific needs of existing residents. This process has allowed the Council to identify an appropriate size and type of property for each of the existing Council tenants and each of the 22 households have been written to advising them of the type and size of property they will be able to move into and provided with an example floorplan. The details of which specific property each household will move into will be worked through as construction is underway. This process will be undertaken through continuous engagement with the residents to ensure that as far as is reasonably possible their views are taken into account. The relevant compensation payments will be made available to the residents having regard to the Land Compensation Act 1973.

16.2.2. **Owner- Occupiers** - According to information obtained through resident surveys undertaken in October 2021, there are 4 owner occupiers within the Scheme boundary. Clearly, under rules of Compulsory Purchase, owner-occupiers are entitled to receive Market Value Compensation, Statutory Home Loss Payment and Disturbance compensation and the Council will approach the voluntary acquisition process on that basis.

16.2.3. In addition, under the provisions of the Council's - *Manchester Home Improvement and Relocation Assistance Policy* made under Article 3 of the Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 displaced owner-occupiers will be supported to remain homeowners. Relocation assistance will be offered to existing owner-occupiers in accordance with the Council's Home Improvement and Relocation Policy, most recently updated in 2017. The intention of the policy is to ensure that residents whose existing home is affected by redevelopment proposals will be enabled to continue to live in their existing community in alternative premises at a cost comparable to their existing housing costs. The policy provides every displaced owner-

occupier with compensation for the purchase of their existing home at its market value, together with financial support in the form of a loan to purchase alternative property, within the terms contained in the policy. Any existing owner-occupier displaced as a result of the Order will be able to access Relocation Assistance to purchase a replacement home either within the new development or elsewhere within Manchester. This level of support is considerably in excess of the Council's legal obligations upon the making of a Compulsory Purchase Order. Owner-occupiers who do not wish to remain as such have the option of reverting to a Council tenancy.

- 16.2.4. Contact with the owner-occupiers has indicated a desire from all of them to stay in owner-occupation, remaining within Collyhurst. In order to have meaningful discussions with the owner-occupiers about them purchasing a new home within the Scheme, it has been necessary to progress the proposal to a point where property type, build programme, and tonal valuations are available. The Scheme is now at that position and having now gained the approval of the Council's Executive to proceed, discussions can commence with each owner-occupier regarding the compensation and Relocation Assistance package that will be made available.
- 16.2.5. **Private and Registered Provider tenants** – According to information obtained through resident survey undertaken in October 2021, there are 2 private tenants and 1 Registered Provider (RP) tenant within The Scheme boundary. One of the privately rented properties is the flat in multiple occupation above the existing commercial premises, with the other two properties being former Council homes that have been the subject of Right to Buy. One of these (the RP tenanted property) is a former owner-occupier, who benefitted from a Mortgage rescue Scheme administered by Great Places Housing Group. The Council intends to make an offer of a suitable new Council home within the Scheme to each, subject to reaching agreement with the landlord/owner to acquire the property. In this regard, the design of the Scheme includes a sufficient number of additional Council homes of a suitable size and type. Where existing private tenants wish to relocate into one of the new Council homes, the Council will work with the household and their landlord. In addition to this support, the relevant compensation payments will be made available to the residents having regard to the Land Compensation Act 1973.
- 16.2.6. **Commercial unit** – The existing commercial unit (The Collyhurst Village Store) is occupied on a long lease basis, with the freehold owned separately. There is residential accommodation above which is the responsibility of the leaseholder and occupied by private tenants as a Flat in Multiple Occupation. A key component of the Scheme is to construct a new Commercial Premises in a prominent location, which itself serves as a focus for social interaction. It is the Council's desire to relocate the existing business into the new Commercial space that is

being constructed as part of The Scheme within the ground floor of the Council apartment block.

16.2.7. Early discussions have taken place with the shopkeeper and negotiations are underway in relation to the terms of acquisition of the Leasehold interest (having regard to the compensation rules) and the new terms that will be offered in relation to the new commercial space. It is hoped that these discussions will prove successful. However, in the event that terms for a new tenancy cannot be agreed with the existing business owner, then negotiations will focus on compensation for the business having regard to the compensation rules. In this instance the Council will seek to secure an alternative tenant for the new commercial space through the open market.

16.3. Owners and occupiers of privately-owned residential properties and commercial premises have been advised to contact the Residential Growth Team at the Town Hall Extension, Manchester, M60 2LA, who will arrange for Jacobs, the Council's appointed surveyors, who are negotiating the acquisition of interests, to be contacted.

17. PUBLIC SECTOR EQUALITY DUTY UNDER SECTION 149 OF THE EQUALITY ACT 2010(PSED)

17.1. Throughout the consultation and delivery process, officers have sought to ensure that equality of opportunity is provided to all residents affected by the proposals by considering whether any residents may require an interpreter, translation of newsletters, letters etc. (including if necessary documents translated into braille for those with sight problems), or the appointment of an advocate for those people with learning difficulties. The Council will continue to consider the needs of those persons affected by the Scheme throughout delivery and take appropriate steps.

17.2. All the new Council homes have been designed to meet Lifetime Homes standards with the ability to install through floor lifts in the houses and duplexes in the future if so required, without major structural alterations.

17.3. Furthermore, in developing the design for the Scheme, the Council have also sought to understand where specific adaptations may be required to the new Council homes in order to meet the needs of any of the existing residents within the homes that need to be demolished. As a result of the consultation process a household with specific requirements in terms of disabled adaptations was identified and a re-provision property within the Scheme has been designed to meet their requirements.

18. RELATED ORDERS, APPLICATIONS, OR APPEALS ETC. MADE UNDER OTHER POWERS

There are no related orders, applications or appeals in connection with this compulsory purchase order.

19. DOCUMENTS, MAPS, PLANS OR OTHER RELEVANT INFORMATION IN THE EVENT OF A LOCAL INQUIRY

- 19.1. If objections are lodged against the Order and a local inquiry is to be held, any relevant information will be provided in due course and arrangements will be made for them to be available for public inspection.
- 19.2. This Statement of Reasons is intended to fulfil the Council's non-statutory obligations in accordance with the updated guidance issued in July 2019. It is not intended to be the statement referred to in rule 7 of the Compulsory Purchase (Inquiries Procedures) Rules 2007 and a further statement of case and accompanying information will be forwarded at the appropriate time to all persons who object to the Order. However, in the event of a Local Inquiry being necessary the Council reserves the right to add to or supplement the information contained herein as may be necessary and / or to respond to any objections that may be made.
- 19.3. Potential objectors are advised to seek independent legal advice with regard to any matter set out in this Statement of Reasons.

20. INQUIRY COSTS

- 20.1. If objections are lodged against the Order and a local inquiry is to be held, any award of costs shall be considered and determined in accordance with the advice given Planning Practice Guidance – the award of costs and compulsory purchase and analogous orders.
- 20.2. A successful objector who satisfies the criteria set out in the above-mentioned planning guidance will receive an award of costs unless there are exceptional reasons for not doing so. A successful objector may, however, where they have acted unreasonably, have their award of costs reduced. A potential objector should, however, be aware that a dispute over the valuation of their property, or other compensation connected with the Order, is not a matter for a Local Inquiry. Such a dispute will be dealt with by the Lands Tribunal.

21. FINANCIAL ABILITY OF THE COUNCIL AND/OR THE DEVELOPER TO CARRY OUT THE PROPOSED DEVELOPMENT OF THE ORDER LANDS

- 21.1. The Council has identified sufficient funds from its own resources, to meet the costs associated with acquiring the Order Lands and other compensatable interests within the Order Lands.
- 21.2. The acquired interests along with the Council interest will then be developed through the Council's JV partner FEC, to deliver the comprehensive scheme in accordance with the planning application with reference 129393/VO/2021.
- 21.3. The Scheme is considered to be viable by both the Council and its development partner, FEC and good progress has already been made on works to allow the delivery of the Scheme, including completion of the site

enabling works, the grant of detailed planning permission for the Scheme. The urban form of the Scheme is carefully conceived and requires all the Order Lands to create a coherent redevelopment to meet the regeneration requirements of policy.

- 21.4. The Council has identified sufficient funds from its own resources, to meet its share of the costs associated with the construction of the Scheme. Similarly, FEC have committed their own resources to meet their share of construction costs.
- 21.5. The delivery arrangements for the Scheme are being secured through two key legal agreements between the Council and FEC:
- Funding and Development Agreement; and
 - Supplemental Agreement to the Joint Ventures Agreement for Leases (“the Supplemental Agreement”)

The former sets out the terms in relation to the appointment of FEC as Development Manager, their responsibilities and the financing arrangements for each party’s share of costs. The latter provides for the transfer from the Council to FEC of the freehold interest of the land upon which the open market sale homes will be built.

22. CONCLUSION

- 22.1. Without the acquisition of the Order Lands it will not be possible to deliver the Scheme, which accords with the SRF and the extant planning permission and there is therefore a compelling case in the public interest for the acquisition of the lands. There is no prospect of the market realising a comprehensive regeneration of the area without intervention. It is essential therefore that all of the Order Lands are acquired as failure to achieve regeneration will adversely affect the lives of local residents, the prospects for local businesses, the potential for further investment in the wider area and the economic prospects for the City in general.
- 22.2. The Council believes that for the reasons set out in this Statement of Reasons there is a compelling case in the public interest to justify the making of this Order.

Appendices

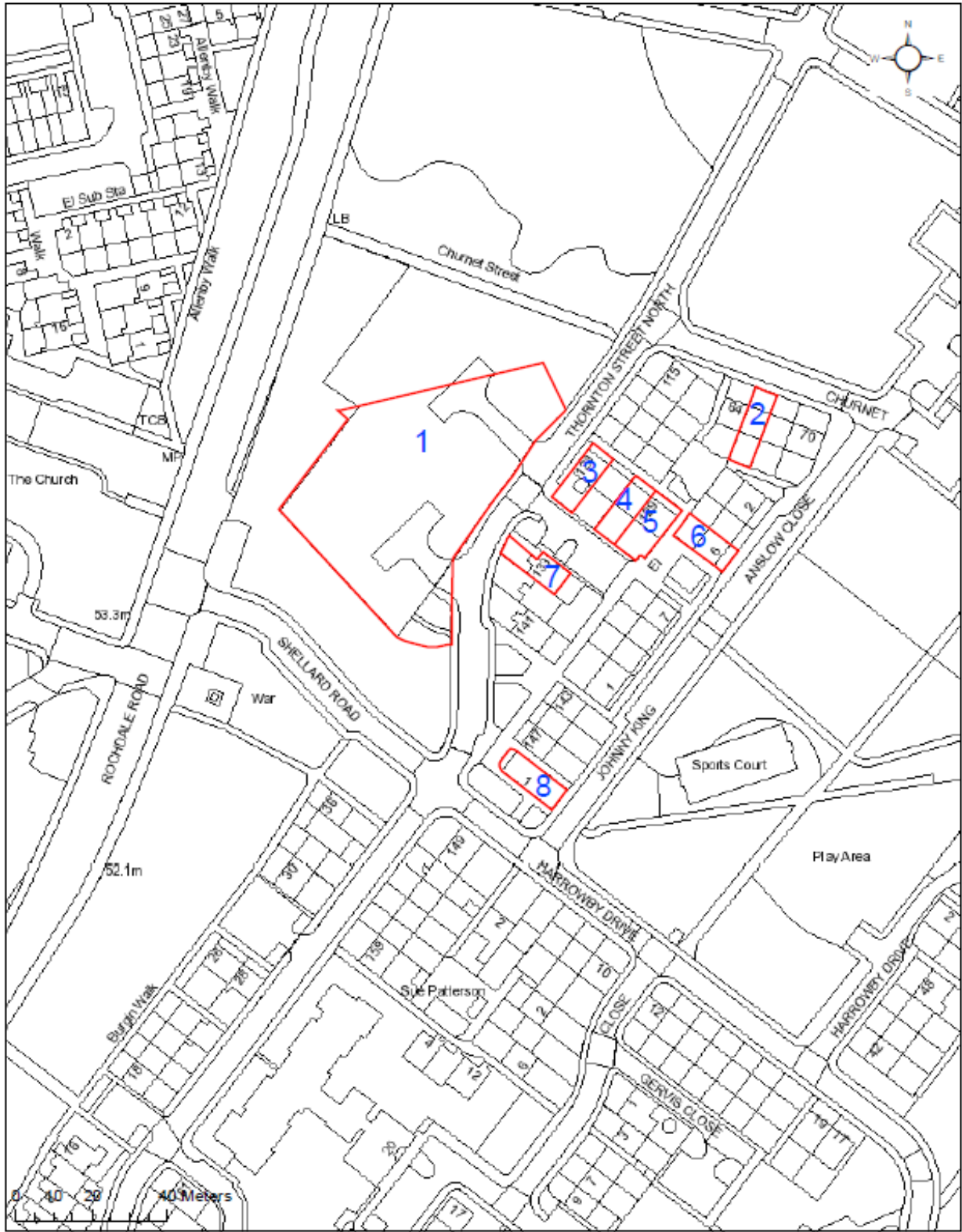
Appendix 1 The Order Lands


Appendix 2 Victoria North’s neighbourhoods and the location of the Scheme

Appendix 3 The Scheme

Appendix 4 Plot Arrangement Plan

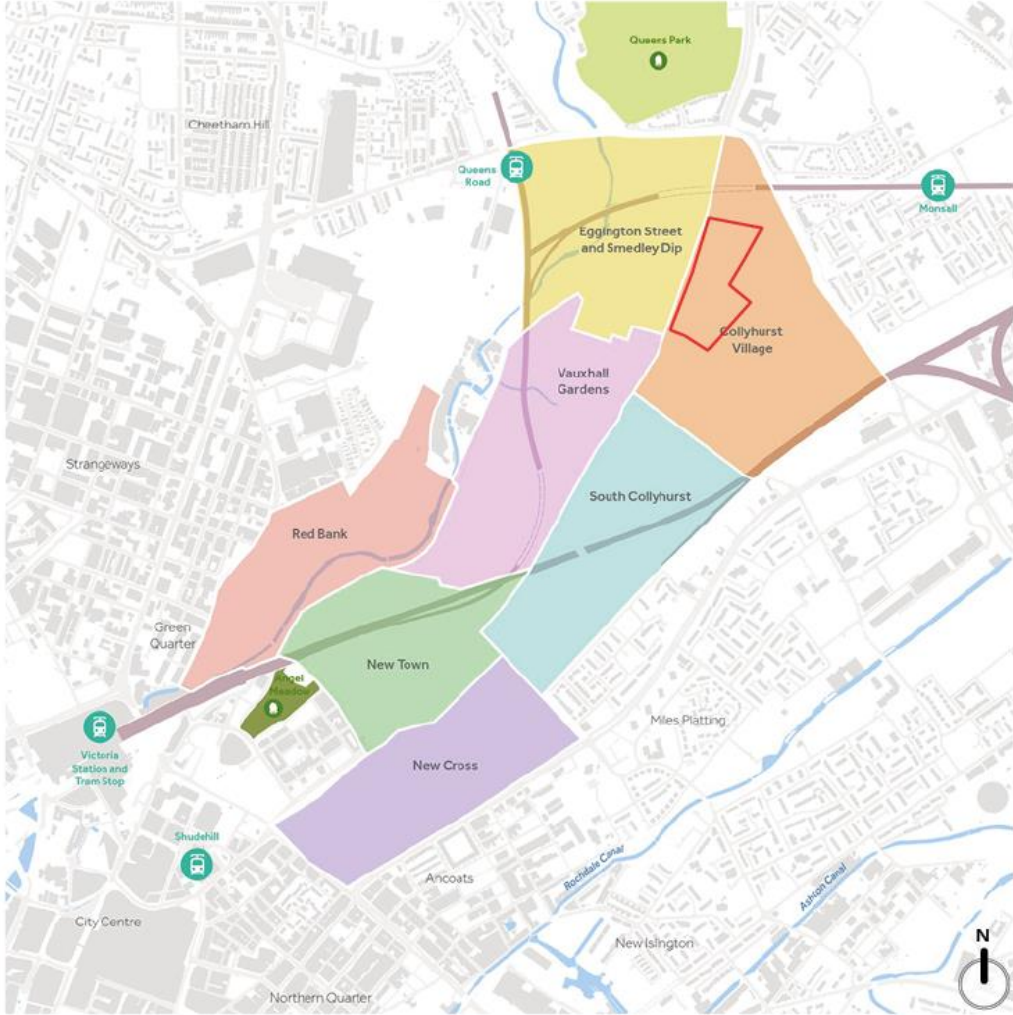
Appendix 1- The Order Lands



<p>1:1,250 PLAN FOR IDENTIFICATION PURPOSES ONLY</p>	<p>Strategic Development Growth and Neighbourhoods Directorate PO. Box 532 Manchester M80 2LA</p>	 <p>MANCHESTER CITY COUNCIL</p>
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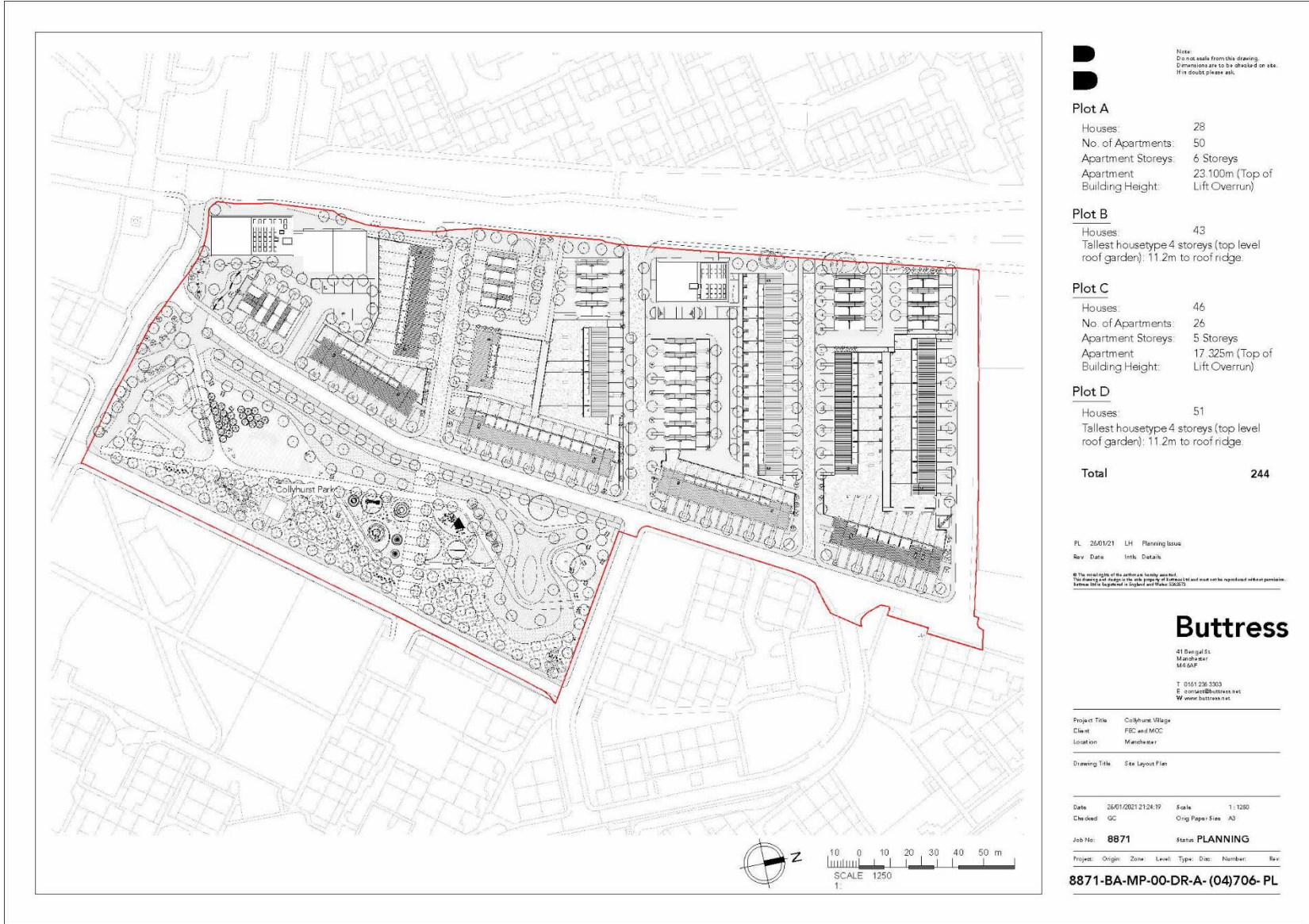
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Appendix 2 - Victoria North's neighbourhoods and the location of the Scheme



 The Scheme

Appendix 3 – The Scheme



B
B
 Note:
 Do not scale from this drawing.
 Dimensions are to be obtained on site.
 If in doubt please ask.

Plot A
 Houses: 28
 No. of Apartments: 50
 Apartment Storeys: 6 Storeys
 Apartment: 23.100m (Top of Lift Overrun)
 Building Height: Lift Overrun

Plot B
 Houses: 43
 Tallest housetype 4 storeys (top level roof garden): 11.2m to roof ridge.

Plot C
 Houses: 46
 No. of Apartments: 26
 Apartment Storeys: 5 Storeys
 Apartment: 17.325m (Top of Lift Overrun)
 Building Height: Lift Overrun

Plot D
 Houses: 51
 Tallest housetype 4 storeys (top level roof garden): 11.2m to roof ridge.

Total 244

PL 26/01/21 LH Planning Issue
 Rev. Date Info. Details
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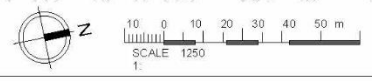
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Project Title Collyhurst Village
 Client FEC and MOC
 Location Manchester
 Drawing Title Site Layout Plan

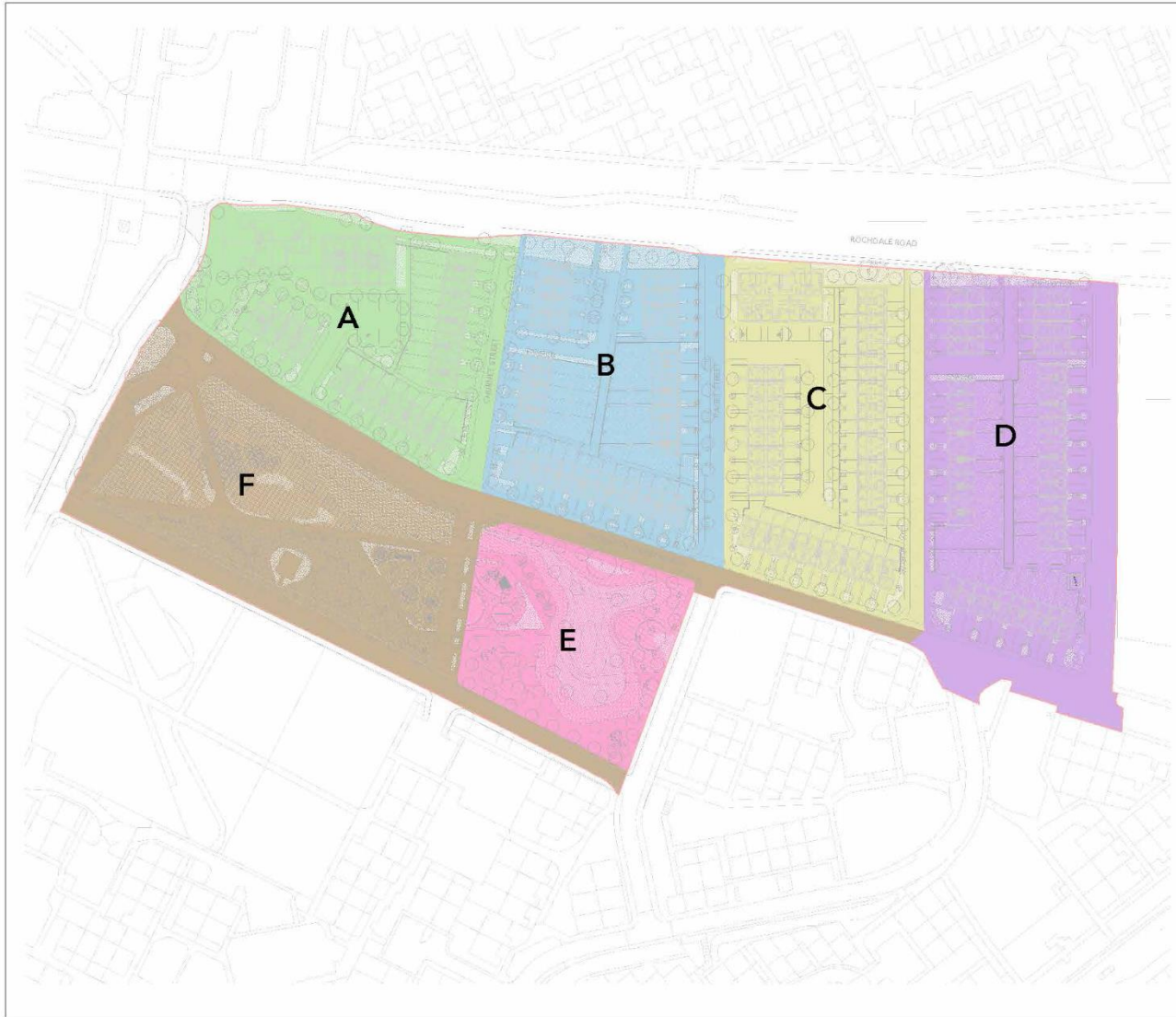
Date 26/01/2021 21:24:19 Scale 1:1250
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Job No: 8871 Status PLANNING

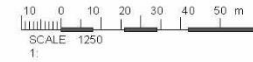
Project: Origin: Zone: Level: Type: Dia: Number: Rev:
8871-BA-MP-00-DR-A-(04)706-PL



Appendix 4 – Plot arrangement plan



Note:
Do not scale from this drawing.
Dimensions are to be checked on site.
If in doubt please ask.



Housing Development sits within Plots A-D

The New Collyhurst Park - Phase 1 sits within Plots E-F

PL 26/01/21 LH Planning Issue
Rev Date Initls Details

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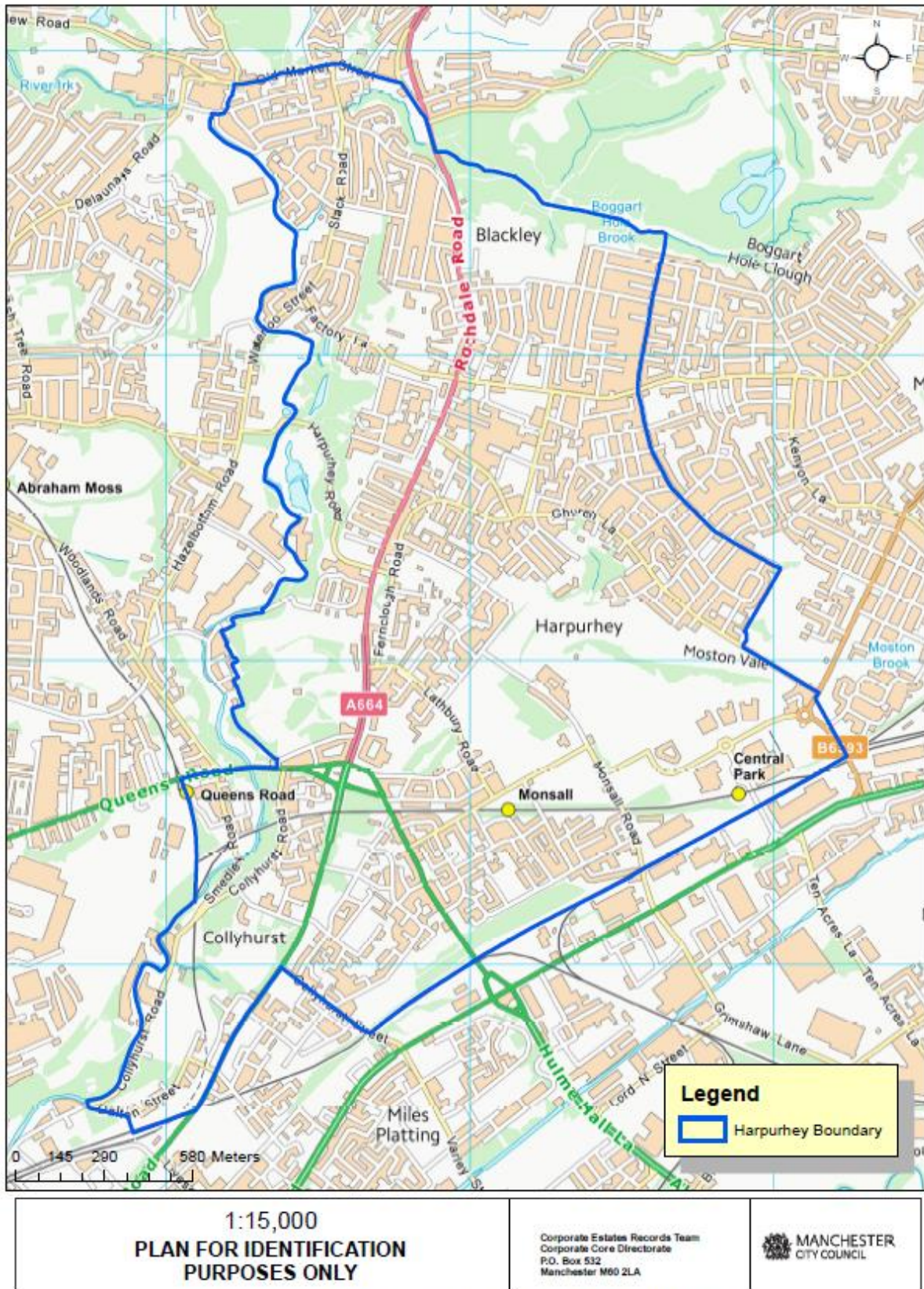
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Project Title Collyhurst Village
Client FEC and MCC
Location Manchester
Drawing Title Plot Arrangement Plan

Date 26/01/2021 11:19:29 Scale 1:1250
Checked LH Orig Paper Size A3
Job No: **8871** Status **PLANNING**

Project: Origin: Zone: Level: Type: Disc: Number: Rev:
8871-BA-MP-00-DR-A- (04)721- PL

Appendix 3 - Harpurhey Ward Plan (Specific Designated Relocation Area)



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Appendix 4 Existing addresses contained within the Scheme boundary

- **City Council owned addresses included within the Scheme boundary to be demolished**

64, 68, and 70 Churnet Street

115, 117, 119, 121, 125, 131, 135, 137, 139, 141, 143, 145, and 147 Thornton Street North

1, 3, 5, and 7 Johnny King Close

2, and 4 Anslow Close

- **Privately owned addresses included within the Scheme boundary to be acquired for demolition**

66 Churnet Street

123, 127, 129, and 133 Thornton Street North

6 Anslow Close

1 Harrowby Drive and 1A Johnny King Close

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**Manchester City Council
Report for Resolution**

Report to: Executive – 16 March 2022

Subject: Lease to Great Places Housing Association, land at Downley Drive, New Islington

Report of: Strategic Director (Growth & Development)

Summary

This report seeks approval for a new development lease to Great Places Housing Association of land at Downley Drive, New Islington/Ancoats to facilitate the delivery of a mixed tenure affordable housing scheme supported by Homes England funding.

The development will comprise a new wholly affordable residential scheme comprised of 68 units with a mixture of social rented and shared ownership tenures. 23 houses would be for shared ownership whilst all 45 apartments would be for social rent. The development will be low carbon and highly sustainable employing the latest in energy efficiency measures in the fabric and construction.

The proposed lease is for a term of 999 years at a premium of £1,500,000 which is less than the best consideration that can reasonably be obtained on the basis of an unrestricted disposal.

Recommendations

The Executive is recommended to:

1. Approve the basis of the land transaction as set out in section 3 of this report
 2. Authorise the Strategic Director (Growth & Development) to finalise the terms of the transaction as set out in this report.
 3. Authorise the City Solicitor to enter into and complete all documents and agreements necessary to give effect to the recommendations.
-

Wards Affected – Ancoats and Beswick

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

The proposed lease will facilitate the redevelopment of the site for a new wholly affordable residential scheme comprised of 68 units comprising a mixture of social rented and shared ownership tenures.

The development will be low carbon and highly sustainable employing the latest in

energy efficiency measures in the fabric and construction. There will be a travel plan and 100% cycle provision. The development will balance car parking provision with active travel and encourage public transport use. All houses will be fitted with an electric car charging point together with 20% of the spaces available for the apartments.

There are no unduly harmful impacts on local air quality. New planting, trees and bird and bat boxes will improve biodiversity. A drainage scheme includes sustainable principles and minimises any impact on the adjacent canal. Waste management would prioritise recycling to minimise the amount of waste going to landfill.

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 redevelopment of the site for much needed affordable homes will make a significant contribution to supporting a diverse and distinctive economy. The provision of new family homes on the site will also support the diversification of the growing population in an area primarily identified for medium to high density development.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Jobs would be created during the construction process. The provision of new homes at the site would support the growing population in an area primarily identified for medium to high density development. The site is also within proximity of the city centre thereby helping to support Manchester's local economy.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	A local labour agreement will ensure that Manchester residents are prioritised for construction jobs. The provision of high-quality affordable homes is vital to support a growing population. A range of tenures would ensure all homes needs are catered for including social rent and shared ownership in line with local housing needs.
A liveable and low carbon city: a destination of choice to live, visit, work	The development would be low carbon and highly sustainable using up to date energy efficiency measures in the fabric and construction. There would be a travel plan and 100% cycle provision. Trees and planting are proposed.

A connected city: world class infrastructure and connectivity to drive growth	The development would balance car parking provision with active travel and encourage public transport use. All homes would be fitted with an electric car charging point together with 20% of the spaces available for the apartments.
---	--

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 grant of a long lease to the Great Places will avoid any ongoing maintenance costs associated with the site. Parts of the site have a history of attracting anti-social behaviour which in part has led to an encroachment issue, with the resident of 17 Kingham Drive fencing around part of the Council owned site adjoining his property. Terms for a disposal of the land to the resident have provisionally been agreed to rectify the encroachment. The site is currently non-income producing and so there is no loss of revenue to MCC at the present time.

Financial Consequences – Capital

The grant of a long lease to Great Places offers an opportunity for major third-party capital investment in the site for wholly affordable housing whilst securing a substantial capital receipt for MCC. The offer price for the site from Great Places is reflective of the wholly affordable tenure mix (which Great Places have altered from the original planning consent to maximise their offer price) and the low carbon design of the scheme. A sale of the site on the open market would likely yield a higher capital receipt however, the affordable and low carbon elements would not be delivered to the same degree. Both remain key targets for the City Council.

The subject site was historically sold as part of a PFI (Private Finance Initiative) arrangement but was then subsequently purchased back by MCC in July 2015. An aggregate price of £1.7m was paid for this and two other nearby sites. The price paid for the subject site can be analysed to show an apportioned price of c. £0.78m (assuming a gross site area of c. 1.7 acres).

Contact Officers:

Name: Lee Watts
 Position: Development Surveyor
 Telephone: 07788 978717
 E-mail: lee.watts@manchester.gov.uk

Name: David Norbury
Position: Development Manager
Telephone: 07733 125597
E-mail: David.norbury@manchester.gov.uk

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.

- Land ownership plan

1.0 Introduction

- 1.1 This report seeks approval for a new development lease to Great Places Housing Association of land at Downley Drive, New Islington/Ancoats to facilitate the delivery of a mixed tenure affordable housing scheme supported by Homes England funding.
- 1.2 The development will comprise a new wholly affordable residential scheme which will be of low carbon design and construction.
- 1.3 The proposed lease is for a term of 999 years at a premium of £1.5m which is less than the best consideration that can reasonably be obtained on the basis of an unrestricted disposal.

2.0 Background

- 2.1 Downley Drive is a brownfield site, previously developed for housing which has subsequently been demolished. The site is a long-standing regeneration opportunity having been identified in successive regeneration strategies for this part of New Islington.
- 2.2 The project sits alongside other developments which together comprise a co-ordinated phase of redevelopment of the Back of Ancoats and New Islington, this will continue the area's transformation into a neighbourhood of choice that sits within proximity of Manchester City Centre.
- 2.3 A central element to the neighbourhood's success has been a strong vision for regeneration, embedded within the Ancoats and New Islington Neighbourhood Development Framework originally prepared by Manchester City Council in 2012 and updated in 2016 and 2020.
- 2.4 The proposal for the subject site is for 68 affordable homes within a mixture of tenures. 23 houses would be for shared ownership whilst all 45 apartments would be for social rent.

3.0 The Proposed Lease

- 3.1 Terms have provisionally been agreed with Great Places Housing Association to dispose of the site on the basis of a lease premium of £1.5m. Heads of terms have yet to be finalised but in the meantime, Great Places are seeking to agree the level of premium payment in order to progress various matters associated with the development.
- 3.2 Notwithstanding, principal lease terms have been agreed which are on the basis of a 999-year full repairing lease. The grant of the lease is subject to the usual pre-development conditions which will be documented by way of an agreement for lease. There will be development milestones within the lease and the user clause is restricted to that of affordable housing in accordance with the planning consent.

3.3 The Lease will contain an option for Great Places to draw down the Freehold of the Property upon Practical Completion of the Development. A Restrictive Covenant will be included requiring the freeholder to maintain the site for affordable housing use at all times in line with the Local Authority's definition of Affordable Housing.

4.0 Valuation Issues

4.1 The site has been independently valued by the Manchester office of a national consultancy as at 15 February 2022 who have provided the following Valuation advice:

- Market Value of the site assuming it is developed in accordance with the existing planning permission for 68 affordable homes and reflecting the revised tenure mix: £1.5m
- Market Value of the site assuming it is developed for a 'low carbon', policy compliant residential scheme, i.e., with a 20% affordable housing requirement but no other Section 106 contributions, using unit construction costs provided by Rowlinson: £2.1m

4.2 The report states that a higher value of £2.85m would be applicable where it is assumed that the site is developed for a traditional, policy-compliant residential scheme but adopting a more standard, non-low carbon, specification. Having regard to the Council's current stance and aspirations around sustainable development and its challenge of carbon reduction measures to achieve a zero-carbon city by 2038, we have assumed that this would not be applicable to the site. We have also had regard to the existing consented scheme which reflects a low-carbon design.

4.3 The independent valuation therefore supports the land offer assuming a wholly affordable, low carbon scheme is developed on the site as proposed by Great Places. The Great Places offer letter specifies that grant funding of some £3.42m will be applied to the social rented (45 units) element to make it viable. This grant funding will be sourced from Homes England and, the valuers have assumed, that this could be also be sourced by other Registered Providers within the marketplace.

4.4 However, a higher value may be achieved assuming a disposal on the open market to an alternative purchaser where a more standard, policy compliant (20% affordable) scheme is assumed for a low-carbon development. The differential in land value between this (£2.1m) and the Great Places land offer (£1.5m) is therefore £600,000.

4.5 The proposed scheme comprises 68 units and so the differential may be considered as MCC providing a financial contribution equivalent to c. £8,825 per unit for the benefit of a wholly affordable scheme being delivered.

5.0 Contributing to a Zero-Carbon City

- 5.1 The development will be low carbon and highly sustainable using up to date energy efficiency measures in the fabric and construction. There would be a travel plan and 100% cycle provision. The development will balance car parking provision with active travel and encourage public transport use. All houses will be fitted with an electric car charging point together with 20% of the spaces available for the apartments.
- 5.2 There are no unduly harmful impacts on local air quality. New planting, trees and bird and bat boxes will improve biodiversity. A drainage scheme includes sustainable principles and minimises any impact on the adjacent canal. Waste management would prioritise recycling to minimise the amount of waste going to landfill.

6.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 6.1 The redevelopment of the site for much needed affordable homes will make a significant contribution to supporting a diverse and distinctive economy. The provision of new homes at the site would also support the growing population in an area identified for medium to high density development.

(b) A highly skilled city

- 6.2 Jobs would be created during the construction process. The provision of new homes at the site would support the growing population in an area identified for medium to high density development. The site is also within proximity of the city centre thereby helping to support Manchester's local economy.

(c) A progressive and equitable city

- 6.3 A local labour agreement will ensure that Manchester residents are prioritised for construction jobs. The provision of high-quality affordable homes is vital to support a growing population. A range of tenures would ensure all homes needs are catered for including social rent and shared ownership in line with local housing needs.

(d) A liveable and low carbon city

- 6.4 The development would be low carbon and highly sustainable using up to date energy efficiency measures in the fabric and construction. There would be a travel plan and 100% cycle provision. Trees and planting are proposed.

(e) A connected city

- 6.5 The development would balance car parking provision with active travel and encourage public transport use. All homes would be fitted with an electric car charging point together with 20% of the spaces available for the apartments.

7. Key Policies and Considerations**(a) Equal Opportunities**

- 7.1 The properties within the development will be available to all people regardless of their age, race, religion, gender or other characteristics.

(b) Risk Management

- 7.2 The lease to be granted to Great Places is for a long period but it will contain a number of covenants and restrictions that mean that the Council will have control over the property's future use etc and a right for the Council to forfeit the lease if the covenants are not observed and performed.
- 7.3 The Lease will contain an option to draw down the Freehold of the Property upon Practical Completion of the Development. A Restrictive Covenant will be included requiring the freeholder to maintain the site for affordable housing use at all times in line with the Local Authority's definition of Affordable Housing.

(c) Legal Considerations

- 7.4 The land is held for Housing purposes and therefore any disposal is dealt with under the provision of s32 of the Housing Act 1985 (Part II Housing Land).
- 7.5 Disposal of housing land is subject to the consent of the Secretary of State unless a general consent under the General Housing Consents 2013 applies. The principal consent, Consent A, permits a disposal at market value.
- 7.5 The General Consents under s25 of the Local Government Act 1988 (Local Authority assistance for privately let Housing) 2010 and in particular Consent A, allows a Local Authority (LA) to provide a Registered Provider (RP) with financial assistance or a gratuitous benefit consisting of the disposal to the RP of land for the development of housing accommodation. This consent is subject to conditions which include the following:
- Completion of the disposal is by transfer of freehold or grant of a lease of 99 years or more;
 - Any housing should be completed within 3 years of completion of the disposal, but provision can be made for this date to varied in the event of circumstances beyond the RPs control;
 - The terms of the disposal provide that any housing accommodation to be developed shall be (1) let by the RP as social housing or on a shared

ownership lease; or (2) used as a hostel; or (3) occupied by those receiving support from a local social services authority; and

- The LA are not under any agreement or other arrangement which entitles them to manage the accommodation developed on the land; and
- The aggregate value of the financial assistance provided for this disposal and any financial assistance provided for previously in the same financial year under this consent does not exceed £10m. This must be certified by an appropriate officer which could be the chief executive, chief financial officer, or a qualified Valuer.

7.6 Provided these conditions are met specific consent will not be required for the proposed disposal at an undervalue.

8. Concluding Remarks

8.1 It is considered that the land disposal to Great Places offers good value for the city on the basis that it will enable the delivery of 68 affordable residential units of a low carbon design. This is a brownfield site, previously developed for housing which has subsequently been demolished. The site is a long-standing regeneration opportunity having been identified in successive regeneration strategies for this part of New Islington.

8.2 The agreement to the proposed level of lease premium at £1.5m is on the basis that the affordable use is maintained so that the site will continue to offer affordable housing units in the future.

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**PLAN FOR IDENTIFICATION
PURPOSES ONLY**

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**Manchester City Council
Report for Resolution**

Report to: Executive – 16 March 2022

Subject: Lease to RFL for new Beswick Hub facility

Report of: Strategic Director (Growth & Development)

Summary

This report seeks approval for a new lease to RFL (Governing Body) Ltd of the former Beswick shops site and a small portion of the adjacent playing fields (an application to the Secretary of State will be submitted for consent to dispose of school playing fields under the provisions of s77 of the School and Frameworks Act 1988 – this is currently being progressed). The proposed lease is for a term of 125 years at a premium of £1.00 which is less than the best consideration that can reasonably be obtained.

Recommendations

The Executive is recommended to:

1. Approve the proposals as set out in section 3 of this report.
 2. Authorise the Strategic Director (Growth & Development) to finalise the terms of the transactions as set out in this report.
 3. Authorise the City Solicitor to enter into and complete all documents and agreements necessary to give effect to the recommendations.
-

Wards Affected – Ancoats and Beswick

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

The proposed RFL development will bring forward a new hub facility comprising a new training pitch and pavilion with a capacity of c. 900 whilst providing changing rooms, offices, hospitality/meeting rooms etc. The environmental impact of the scheme has been considered during both construction and operation.

The selected preferred contractor is a founder member of the Considerate Constructors Scheme. In their tender submission, they committed to minimising Environmental Impact and Neighbourhood disruption of construction work through various measures including a comprehensive Project Sustainability Plan, 100% renewable electricity supplies for site works, effective waste management and minimisation with minimum 98% diversion from landfill and a traffic management plan.

The proposed RFL development will bring forward a new hub facility comprising a new training pitch and pavilion with a capacity of c. 900 whilst providing changing rooms, offices, hospitality/meeting rooms etc. The environmental impact of the scheme has been considered during both construction and operation.

The selected preferred contractor is a founder member of the Considerate Constructors Scheme. In their tender submission, they committed to minimising Environmental Impact and Neighbourhood disruption of construction work through various measures including a comprehensive Project Sustainability Plan, 100% renewable electricity supplies for site works, effective waste management and minimisation with minimum 98% diversion from landfill and a traffic management plan.

The building has been designed with energy conservation as a key performance indicator to achieve RIBA 2025 Performance Standards in relation to its fabric performance and to respond to MCC Core Strategy Policy EN 4 (reducing CO2 Emissions), EN 6 (Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies). Thus, the best possible passive design measures are achievable prior to integrating active systems and low and zero carbon technologies which include:

- Incorporating an enhanced building fabric performance design using low U-Values to reduce the reliance on comfort cooling.
- Incorporating passive heating and cooling through careful fenestration detailing. Window G values have been optimised based on orientation and overheating requirements. External shading designed to reduce unwanted solar gain.
- Incorporating suitable low zero carbon technologies including modular Air Source Heat Pumps and demand controlled MVHR ventilation.
- Non reliance on fossil fuels (Gas) to serve the buildings energy systems and catering appliances.

Together these measures will improve on the Building Regulations Part L notional building by 21% and produce 18% reduction against baseline model total CO2 emissions.

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 redevelopment of the site for a valuable sporting/community facility will make a significant contribution to supporting a diverse and distinctive economy. The RFL has a commitment to maximise opportunities to participation in every aspect of rugby league including players of every age, gender, ability and need; officials and club volunteers, and spectators. The development is being undertaken in an area that has higher levels of deprivation and lower levels of educational achievement than both other areas of Manchester and nationally. This development will help to address this imbalance.

<p>A highly skilled city: world class and home-grown talent sustaining the city's economic success</p>	<p>The proposal is to develop an Our league Life National Hub at the Grey Mare Lane site in Beswick. The hub will be the focus for formal and informal education, skills and training services within a Rugby League wrapper. The centre will be set up with formal but flexible and adaptable learning spaces equipped to deliver to the highest standards. As well as being a key training facility, the centre's core focus is to deliver formal and informal education, skills and training services to the community therefore creating home-grown talent that will sustain the city's economic success.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>Delivering Benefits and Social Value to the community is at the heart of the RFL's Our League Life Project. The Our League Life National Community Hub is an opportunity for the RFL to utilise its strength in Northern communities – which suffer from skills and employments gaps with the rest of England – to enable further social mobility. The hub will do this by providing specialist training and learning in digital, sport, health and wellbeing skills for young people across Greater Manchester. The OLL Hub will also serve as the training centre for the men's and women's National teams.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The environmental impact of the scheme has been considered during both construction and operation. The building has been designed with energy conservation as a key performance indicator to achieve RIBA 2025 Performance Standards in relation to its fabric performance and to respond to MCC Core Strategy Policy EN 4 (reducing CO2 Emissions), EN 6 (Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies).</p>

<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The site is highly accessible by sustainable modes of transport. The surrounding area exhibits good levels of pedestrian and cycling infrastructure, and there are a number of public transport opportunities within acceptable walking distance of the site.</p> <p>An interim Travel Plan has been produced on behalf of the RFL which is intended to encourage people to choose alternative transport modes over single occupancy car use and, where possible, reduce the need to travel at all. The plan includes a range of measures designed to achieve this goal.</p>
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Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The grant of a long lease to the RFL will avoid any ongoing security costs associated with the site (once the existing buildings are demolished) in the event of no immediate disposal. The site is currently non-income producing and so there is no loss of revenue to MCC at the present time.

Financial Consequences – Capital

The grant of a long lease to the RFL offers an opportunity for major third-party capital investment in the site. The Our League Life proposal comprises of c. £7m of inward investment for the area that will create jobs, support regeneration as well as support educational outcomes for both the community and TEMA.

The unrestricted market value of the site has been assessed at £95K. The restrictive user and community use benefits captured within the lease will restrict the value to £1.

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Name: David Norbury
Position: Development Manager
Telephone: 07733 125597
E-mail: David.norbury@manchester.gov.uk

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.

- Land ownership plan
- Grey Mare Lane Masterplan Report to the Strategic Director for Growth and Development on 17/11/21.

1.0 Introduction

- 1.1 Approval is sought from the Executive for the grant of a 125-year lease of the site to RFL (Governing Body) Ltd. The proposed lease is for a term of 125 years at a premium of £1.00 which is less than the best consideration that can reasonably be obtained and consequently may require consent under s123 of the Local Government Act 1972. The undervalue is attributable to the restrictions contained within the proposed lease and the community use obligations on the tenant.

2.0 Background

- 2.1 In 2012, a Strategic Plan was established as part of the Eastland's Regeneration Framework ('ERF') to bring forward the comprehensive development of Grey Mare Lane in Beswick, East Manchester. This led to the acquisition of a number of sites and capital investment into further education facilities, a health and performance institute (Manchester Institute of Health and Performance - 'MIHP'), a new East Manchester Leisure Centre facility and an improved retail offer for the Beswick community.
- 2.2 As part of the regeneration works, Manchester City Council (MCC) invested £250k to build a rugby pitch (as a meanwhile use), adjacent to The East Manchester Academy (TEMA), until such time as MCC had determined how best to develop the long-term use for the site. This was agreed on the basis that any future development would be advantageous to TEMA and support physical education and sport within the school and local community.
- 2.3 In early 2018, through a collaboration with City Football Group (CFG), MCC was successful in attracting the Rugby Football League (RFL) headquarters to the Etihad Campus. Capital approval for this project has been secured and works have commenced to deliver the RfL accommodation. As well as being based on the Etihad Campus for their new office headquarters, the RFL are further committed to developing a new Beswick Hub facility known as 'Our League Life', in collaboration with MCC, which will bring forward a new training pitch and pavilion in Beswick, to be utilised by RFL teams at varying levels (from the national team to local clubs), alongside the promotion of education courses and community use. There is a significant social value impact from the RFL education and sporting programmes alongside the economic impact in establishing such facility in Beswick. Much of this will be delivered through building positive local relationships with other key community groups and stakeholders. To enable this, MCC are proposing to dispose of land to RFL who will development the new facility.
- 2.4 The existing pitch at TEMA will remain as is (with addition of flood lighting). There will be a Pavilion building where the former Beswick shop units are now, with a capacity of c. 900 whilst providing changing rooms, offices, hospitality/meeting rooms etc. The Our League Life proposal comprises of c. £7m of inward investment for the area that will create jobs, support regeneration as well as support educational outcomes for both the community and TEMA. There is a significant social value impact from the RFL education

and sporting programmes alongside the economic impact in establishing such a facility in Beswick.

2.5 The new development will bring extensive community benefits. The RLF business plan includes various targets (when fully operational) as follows:

- 660 L2 & L3 coaches gaining coaching qualifications in order to enhance the standard of coaching throughout the game
- 152 L2 & L3 16-18 learners gaining qualifications (across 2 cohorts)
- 66 Diploma in Sporting Excellence Students (across 2 cohorts)
- A community club playing out of the facility running two age groups would equate to around 100 players training once or twice per week and playing once every couple of weeks across the season
- Festival use aimed at expanding the RL footprint in Manchester across 6 weekends would equate to around 2,000 users
- Celebration use by the local community (room capacity 200 people)
- Use by TEMA – hours TBC through access agreement

3.0 The Proposed Lease

3.1 Final draft heads of terms of have been provisionally agreed with RFL on the basis of a long ground lease with development obligations. Officers are in ongoing discussion to define the exact detail of site boundaries and contribution to the wider estate service charges, which may be subject to change through the planning and detailed design process.

3.2 In summary, the lease is for a term of 125 years at a peppercorn rent and at a lease premium of £1.00. The use is restricted to training, education, skills development, training and hosting / playing of sports. The grant of the lease is subject to various conditions which will be documented by way of an agreement for lease. There will be development milestones within the lease, with the Council reserving the ability to forfeit in certain circumstances relating to non-performance.

3.3 Through the leasing arrangements the Council will secure community use, and the RFL will be required to exchange an access agreement with the neighbouring school (Education and Leadership Trust), to provide some free use of the facilities.

4.0 Valuation Issues

4.1 The site has been independently valued by a suitably qualified national consultancy at a Market Value of £95,000. This value assumes the unrestricted disposal of the property on the open market.

4.2 The RFL business plan for bringing the development forward is based upon a premium payment of £1.00. The restrictive nature of the lease, coupled with the obligation to provide community use over time, impacts the market value of the lease. It is the opinion of the Head of Development that the value of the lease to be granted is fairly represented by £1.

5.0 Contributing to a Zero-Carbon City

- 5.1 The proposed RFL development will bring forward a new hub facility comprising a new training pitch and pavilion with a capacity of c. 900 whilst providing changing rooms, offices, hospitality/meeting rooms etc. The environmental impact of the scheme has been considered during both construction and operation.
- 5.2 The selected preferred contractor is a founder member of the Considerate Constructors Scheme. In their tender submission, they committed to minimising Environmental Impact and Neighbourhood disruption of construction work through various measures including a comprehensive Project Sustainability Plan, 100% renewable electricity supplies for site works, effective waste management and minimisation with minimum 98% diversion from landfill and a traffic management plan.
- 5.3 The building has been designed with energy conservation as a key performance indicator to achieve RIBA 2025 Performance Standards in relation to its fabric performance and to respond to MCC Core Strategy Policy EN 4 (reducing CO2 Emissions), EN 6 (Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies). Thus, the best possible passive design measures are achievable prior to integrating active systems and low and zero carbon technologies which include:
- Incorporating an enhanced building fabric performance design using low U-Values to reduce the reliance on comfort cooling.
 - Incorporating passive heating and cooling through careful fenestration detailing. Window G values have been optimised based on orientation and overheating requirements. External shading designed to reduce unwanted solar gain.
 - Incorporating suitable low zero carbon technologies including modular Air Source Heat Pumps and demand controlled MVHR ventilation.
 - Non reliance on fossil fuels (Gas) to serve the buildings energy systems and catering appliances.
- 5.4 Together these measures will improve on the Building Regulations Part L notional building by 21% and produce 18% reduction against baseline model total CO2 emissions.

6.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 6.1 The redevelopment of the site for a valuable sporting/community facility will make a significant contribution to supporting a diverse and distinctive economy. The RFL has a commitment to maximise opportunities to participation in every aspect of rugby league including players of every age, gender, ability and need; officials and club volunteers, and spectators. The development is being undertaken in an area that has higher levels of deprivation and lower levels of educational achievement than both other areas

of Manchester and nationally. This development will help to address this imbalance.

(b) A highly skilled city

- 6.2 The proposal is to develop an Our league Life National Hub at the Grey Mare Lane site in Beswick. The hub will be the focus for formal and informal education, skills and training services within a Rugby League wrapper. The centre will be set up with formal but flexible and adaptable learning spaces equipped to deliver to the highest standards. As well as being a key training facility, the centre's core focus is to deliver formal and informal education, skills and training services to the community therefore creating home-grown talent that will sustain the city's economic success.

(c) A progressive and equitable city

- 6.3 Delivering Benefits and Social Value to the community is at the heart of the RFL's Our League Life Project. The Our League Life National Community Hub is an opportunity for the RFL to utilise its strength in Northern communities – which suffer from skills and employments gaps with the rest of England – to enable further social mobility. The hub will do this by providing specialist training and learning in digital, sport, health and wellbeing skills for young people across Greater Manchester. The OLL Hub will also serve as the training centre for the men's and women's National teams.

(d) A liveable and low carbon city

- 6.4 The environmental impact of the scheme has been considered during both construction and operation. The building has been designed with energy conservation as a key performance indicator to achieve RIBA 2025 Performance Standards in relation to its fabric performance and to respond to MCC Core Strategy Policy EN 4 (reducing CO2 Emissions), EN 6 (Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies).

(e) A connected city

- 6.5 The site is highly accessible by sustainable modes of transport. The surrounding area exhibits good levels of pedestrian and cycling infrastructure, and there are a number of public transport opportunities within acceptable walking distance of the site.
- 6.6 An interim Travel Plan has been produced on behalf of the RFL which is intended to encourage people to choose alternative transport modes over single occupancy car use and, where possible, reduce the need to travel at all. The plan includes a range of measures designed to achieve this goal.

7.0 Key Policies and Considerations

(a) Equal Opportunities

- 7.1 The RFL has a commitment to maximise opportunities to participation in every aspect of rugby league including players of every age, gender, ability and need; officials and club volunteers, and spectators.

(b) Risk Management

- 7.2 The lease to be granted to RFL is for a long period but it will contain a number of covenants and restrictions that mean that the Council will have control over the property's future use etc and a right for the Council to forfeit the lease if the covenants are not observed and performed.

(c) Legal Considerations

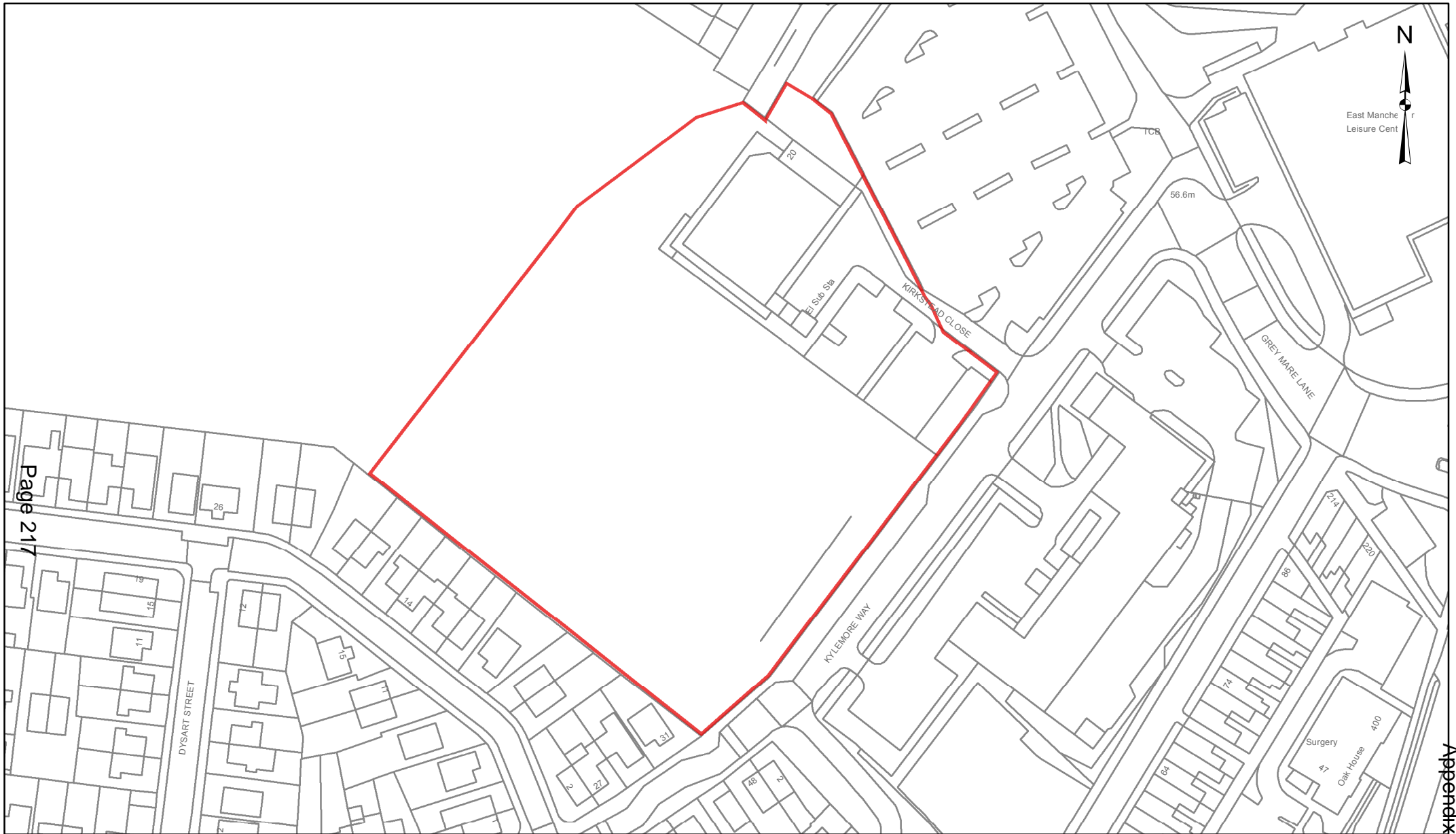
- 7.3 Section 123 of the Local Government Act 1972 gives a local authority the power to dispose of land in any manner they wish providing the disposal is at a value that is not less than the best consideration that can reasonably be obtained. Where the intention is to dispose of land at less than the best consideration that can be reasonably obtained the Local Authority must seek the specific Government consent of the Secretary of State to the proposed disposal.
- 7.4 However, by virtue of the Local Government Act 1972: General Disposal Consent (England) 2003, consent is not required where the Local Authority considers that the purpose for which the land is to be disposed of is likely to contribute to the achievement of any one or more of the following objects in respect of the whole or any part of the area, or of all or any persons resident or present in its area:
- i) the promotion or improvement of economic well-being;
 - ii) the promotion or improvement of social well-being;
 - iii) the promotion or improvement of environmental well-being and the difference between the unrestricted value of the property and consideration for the disposal does not exceed £2,000,000 (two million pounds).
- 7.5 Provided these conditions are met specific consent will not be required for the proposed disposal at an undervalue.
- 7.6 Under the provisions of s77 of the School and Frameworks Act 1988 an application to the Secretary of State will be required for specific consent to dispose of the school playing fields under the terms proposed in this report. Consent must be obtained before any disposal can proceed. There is a risk that the playing fields may need to be reprovided but until the application to the Secretary of State has been determined, this is to be determined. We are, however, seeking to mitigate the loss of the playing fields through the continued use of the rugby pitch by the school by way of an agreement with

RFL, the community benefits the development will bring and proposals by the school to create more efficient play spaces within the site that will be available to the wider community. Should there be any cost attached to potential re-provision this should be covered by the RFL as a development cost and will be covered in the Heads of Terms for the lease which are subject to further approval.

8.0 Concluding Remarks

- 8.1 The proposed disposal at an undervalue is considered to offer good value for the city on the basis that the resulting development will facilitate the delivery of a valuable community facility where the RFL is investing c. £7m. As the site currently stands, the existing shops are a blight on the area whilst attracting ongoing anti-social and environmental issues that pose an immediate risk. Once demolished, and without an alternative long-term occupier in place, the site is likely to remain undeveloped for the foreseeable future without generating any form of revenue or capital receipt for MCC.

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**Manchester City Council
Report for Resolution**

Report to: Economy Scrutiny Committee – 10 March 2022
The Executive – 16 March 2022

Subject: HS2 Phase 2b Western Leg - Environmental Statement
Consultation & Hybrid Bill Petitioning Response

Report of: Strategic Director (Growth and Development)

Summary

This report informs the Executive about the deposit of the HS2 hybrid Bill in Parliament on 24th January 2022; the public consultations on the Environmental Statement (ES) and Equality Impact Assessment (EQIA) for the Bill; and outlines the Council's proposed response to these consultations. The report further outlines the key areas on which the Council is proposing to petition against the hybrid Bill, subject to the approval of Council on 4th March to submit a petition.

Recommendations

The Economy Scrutiny Committee is requested to

- (1) Comment on the report and recommendations and to endorse the recommendations as detailed below.

The Executive is recommended to:

- (1) Note the deposit in Parliament of the HS2 Crewe-Manchester hybrid Bill and the accompanying ES and EQIA.
 - (2) Note and comment on the proposed contents of the City Council's submission in response to the consultations on the HS2 Crewe-Manchester hybrid Bill ES and EQIA.
 - (3) Note Council approval to submit a petition to object to aspects of the HS2 Crewe-Manchester hybrid Bill and comment on the proposed areas for the City Council's petition; and
 - (4) Delegate authority to the Strategic Director – Growth & Development, in consultation with the Leader and Executive Member for Environment, Planning and Transport, to finalise the responses to the HS2 Crewe-Manchester hybrid Bill Environmental Statement and EQIA and submit to DfT
-

Wards Affected: Ardwick, Ancoats & Beswick, Baguley Burnage, Didsbury East, Didsbury West, Fallowfield, Levenshulme, Northenden, Piccadilly, Rusholme, and Woodhouse Park.

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

At the national level, whilst there are likely to be additional carbon emissions in the short-term from the construction of HS2, the project is likely to be less carbon intensive than other non-rail alternative transport schemes that would deliver similar transport outcomes. More crucially, high speed rail can encourage a modal shift away from car use, especially where it creates capacity on the conventional railway, to encourage more shorter-distance trips by rail.

In addition, improvements to rail capacity will enable more freight to be transported using rail, reducing the number of journeys by road, and has the potential to reduce demand for domestic flights. The integration of HS2 and NPR and investment in new rail infrastructure also provides opportunities for decarbonisation of rail, across the North.

All these factors are important contributions to acting on the climate change emergency declared by Manchester City Council, helping to reduce carbon emissions in line with policy aspirations to become a zero-carbon city by 2038, supporting the emerging Clean Air Plan for Greater Manchester.

Major investment in both Manchester Piccadilly and Manchester Airport HS2/NPR stations will provide excellent facilities for public transport connections and support the integration of the transport network in Manchester, as part of the wider integration of transport for Greater Manchester and across the North. This would contribute to the city's zero-carbon targets and the planning of sustainable transport infrastructure to support future growth.

All new development around Piccadilly under the Strategic Regeneration Framework will be expected to be zero-carbon. Similarly, we expect HS2 Ltd. to use sustainable materials and methods of construction, which will not impact on the city's zero-carbon targets - the target for the city to be zero-carbon by 2038 at the latest aligns with the current estimated completion dates for HS2 in 2036-2041. We will be challenging HS2/DfT on these issues as part of our response to the Environmental Statement.

We are also challenging HS2 Ltd on proposals for highways layouts and levels of car parking in the city centre. The City Centre Transport Strategy includes the ambition to reduce vehicles in the city centre and increase the use of public transport and active travel modes for travelling around, to and from the city centre. If proposals appear to be contradictory to our local policies and targets on climate change, then we will look to petition against those aspects as part of the parliamentary process.

Manchester Strategy outcomes	Summary of the contribution to the strategy
<p>A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities</p>	<p>A high-speed line between Manchester, the West Midlands and London, and improved rail connections in the North of England, as proposed by Transport for the North through Northern Powerhouse Rail (NPR) will support business development in the region. The scheme has the potential to provide a catalyst which can attract further investment into Greater Manchester by creating a new gateway into the regional centre and boost the investor confidence in the area.</p> <p>Specifically, the proposals for HS2/NPR stations at Manchester Piccadilly and Manchester Airport provide major opportunities for stimulating economic growth and regeneration in the surrounding areas.</p>
<p>A highly skilled city: world class and home-grown talent sustaining the city's economic success</p>	<p>The high-speed rail network serving the city centre and the Airport, regeneration of the Piccadilly area, will enable and further development around the Airport, and thus contribute towards the continuing economic growth of the city, providing additional job opportunities, at a range of skill levels, for residents. As part of the high-speed rail Growth Strategy, a Greater Manchester High Speed Rail Skills Strategy has been developed, to best enable residents to access the opportunities created by both the construction of the High-Speed rail infrastructure and from the additional investment and regeneration arising from it.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The economic growth brought about by high-speed rail, and the regeneration of the Piccadilly area, will help to provide additional job opportunities for residents, as well as improved connections for our communities to jobs in the city centre and beyond.</p> <p>The area will also provide new leisure opportunities, including new areas of public realm, accessible to all members of the public.</p>

<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The Manchester Piccadilly Strategic Regeneration Framework (SRF) provides a vision and framework for the regeneration of the Piccadilly area as a key gateway to the city, with a unique sense of place. Providing new, high quality commercial accommodation, new residential accommodation and the public amenities including public realm, retail, and leisure opportunities, will create a desirable location in which to live, work and visit.</p> <p>HS2 will enable the provision of improved public transport, through the capacity released on the classic rail network and, if aligned with Greater Manchester's plans, integration with other transport modes at Manchester Piccadilly and Manchester Airport. This can encourage more public transport journeys and less reliance on cars. Improvements to rail capacity will also enable more freight to be transported using rail, reducing the number of journeys by road.</p> <p>The provision of HS2 and NPR will also support the planned development around Piccadilly and the Airport included within the draft Places for Everyone Framework.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>HS2, together with NPR and the proposed Northern Hub rail schemes, will bring a step change in rail connectivity both across GM and to the rest of the UK. HS2 and NPR will radically enhance north-south and east-west connectivity between the country's major cities, which will increase labour market accessibility, open new markets for trade and stimulate economic growth, as well as better connecting people to job opportunities.</p> <p>The city's plans for Manchester Piccadilly and Manchester Airport Station are to provide world-class transport interchanges that can act as gateways to the city and city region.</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

None directly from this report.

Financial Consequences – Capital

Whilst there are no direct financial consequences arising from this report, the Council notes the importance of DfT having an identified funding strategy which guarantees the delivery of the HS2 and NPR schemes in their entirety to ensure the economic benefits of the investment are maximised.

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Background documents (available for public inspection):

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

- Report to Executive 14 December 2016 - Manchester Piccadilly High Speed 2 (HS2) Phase 2 Route Announcement
- Report to Economy Scrutiny 1 February 2017 - High Speed Rail – High Speed 2 (HS2) and Northern Powerhouse Rail (NPR)
- Report to Executive 18 October 2017 - Greater Manchester HS2 and Northern Powerhouse Rail Growth Strategy
- Greater Manchester HS2 and NPR Growth Strategy: The Stops are Just the Start 2018
- Report to Executive 7 March 2018 – Manchester Piccadilly Strategic Regeneration Framework Update 2018

- Report to Executive 27 June 2018 – Manchester Piccadilly Strategic Regeneration Framework Update 2018
- Manchester Piccadilly Strategic Regeneration Framework 2018
- HS2 Working Draft Environmental Statement 2018, available at: <https://www.gov.uk/government/collections/hs2-phase-2b-working-draft-environmental-statement>
- Report to Economy Scrutiny 7 November 2018 - HS2 Working Draft Environmental Statement (WDES)
- Report to Executive - 12 December 2018 - HS2 Working Draft Environmental Statement (WDES)
- HS2 Phase 2b Working Draft Environmental Statement Consultation Response of the Greater Manchester Combined Authority 2018
- HS2 Phase 2b Working Draft Environmental Statement Consultation Response of Manchester City Council 2018
- HS2 Phase 2b Design Refinement Consultation 2019, available at: <https://www.gov.uk/government/consultations/hs2-phase-2b-design-refinement-consultation>
- Report to Executive – 11 September 2019 – HS2 Phase 2b Design Refinement Consultation 2019
- HS2 Phase 2b Design Refinement Consultation 2020, available at: <https://www.gov.uk/government/consultations/hs2-phase-2b-western-leg-design-refinement-consultation>
- Report to Executive - 9 December 2020 - HS2 Phase 2b Western Leg Design Refinement Consultation Response
- HS2 Phase 2b hybrid Bill and related documents, available at: HS2 Phase 2b - GOV.UK (www.gov.uk)

1.0 Introduction

- 1.1 Previous reports to Executive have set out the connectivity, economic growth and regeneration benefits that can be brought about by HS2 and NPR for the city, Greater Manchester, and the UK. We believe these schemes are vital to increasing the capacity and connectivity improvements needed to Britain's rail network, and will deliver a transformational step-change in the connectivity of the North's major regions, helping to underpin economic growth and deliver levelling up across the North and the UK.
- 1.2 Previous reports to Executive have also outlined Government's intention to implement a new high speed rail network (HS2), from Manchester to London via Birmingham and Crewe. A response to The Working Draft Environmental Statement (WDES) Consultation, which was a precursor to the Environmental Statement (ES), was submitted to HS2 in 2018 outlining the Council's Key concerns to a number of matters
- 1.3 The hybrid Bill for HS2 Phase 2b "Western Leg", between Crewe and Manchester was deposited in Parliament by the Department for Transport (DfT) on 24th January 2022.
- 1.4 The Council is fully supportive of the introduction of HS2 and NPR and the provision of stations at Manchester Piccadilly and Manchester Airport. However, we have consistently retained a clear position on the need to ensure that the schemes are delivered in a manner that fully complements the connectivity, place-making, local employment, and sustainable growth objectives as set out in the Manchester Piccadilly Strategic Regeneration Framework (SRF) and the Greater Manchester HS2 and NPR Growth Strategy. This has been reiterated in several responses to Government consultations on HS2 made in 2014, 2017, 2018, 2019 and 2020, as well as through ongoing direct engagement with HS2 Ltd and DfT.
- 1.5 This report summarises our proposed response to the Phase 2b Manchester-Crewe hybrid Bill, including the response to the Bill's Environmental Statement and Equalities Impact Assessment consultations, and the key issues to be covered in a petition to the hybrid Bill.

2.0 Background – the HS2 Crewe-Manchester hybrid Bill

- 2.1 The Phase 2b Crewe-Manchester Bill includes provision for new high-speed rail stations (providing for HS2 and Northern Powerhouse Rail services) at Manchester Piccadilly and Manchester Airport, along with a tunnelled section of railway that will connect the respective stations. It also covers the provision of other related infrastructure, including new highway layouts, car parking and Metrolink services at the two stations.
- 2.2 Northern Powerhouse Rail (NPR) is a proposal to deliver a high-speed rail network between Manchester, Liverpool, Leeds, Newcastle, Sheffield, and Hull. The Government's preferred outline plans for NPR are included in the recently published Integrated Rail Plan (IRP). The IRP does not embrace

the ambition for a better connected North as envisaged by Transport for the North (TfN), as key elements including proposals for Sheffield and Hull for examples are not included. The hybrid Bill includes provisions to facilitate the integration of Northern Powerhouse Rail (NPR) at both Piccadilly and Manchester Airport high speed stations. It does not cover the whole of the proposed NPR scheme, but rather elements to enable its future delivery.

3.0 HS2 Crewe-Manchester hybrid Bill Environmental Statement

- 3.1 The Environmental Statement (ES) is an assessment of the likely significant environmental effects of the proposed HS2 railway, including the effects of construction and operation.
- 3.2 The council provided a response to the WDES in 2018, which was a high-level overview of the items to be considered in the full ES. The full ES should respond to the issues of concern raised in the WDES consultation. The council's assessment of the ES to date has noted that many of our concerns raised in the WDES have not been addressed.
- 3.3 The ES is broken down into eight 'community areas'¹ and various topic specific chapters. The community areas which are of most relevance to the council are MA06: Hulseheath to Manchester Airport, MA07: Davernport Green to Ardwick and MA08: Manchester Piccadilly. The ES is also accompanied by a separate Equalities Impact Assessment (EQIA) and an Environmental Impact Assessment (EIA).
- 3.4 The structure of the ES covers the following:
- **Volume 1 – Introduction and Methodology** - an introduction to the working draft Environmental Statement and an overview of the route and the environmental impact assessment process.
 - **Volume 2 – Community Area Reports and Map Books** - The Community area reports describe likely significant route-wide environmental effects of the construction and operation
 - **Volume 3 – Route Wide Effects** - This describes the impacts and effects that are likely to occur at a geographical scale greater than the community areas described in Volume 2.
 - **Volume 4 – Off-Route Effects** - This describes an assessment of the off-route effects of the proposed scheme i.e., effects in locations remote from the HS2 route corridor.
 - **Volume 5 – Appendices and Map Books** – comprising details on:
 - Agriculture, Forestry and Soils
 - Air Quality
 - Climate Change

¹ MA01: Hough to Walley's Green | MA02: Wimboldsley to Lostock Gralam | MA03: Pickmere to Agden and Hulseheath | MA04: Broomeedge to Glazebrook | MA05: Risley to Bamfurlong | MA06: Hulseheath to Manchester Airport | MA07: Davenport Green to Ardwick | MA08: Manchester Piccadilly Station

- Community
- Ecology and Biodiversity
- Electromagnetic Interference
- Health
- Historic Environment
- Land Quality
- Landscape and Visual
- Major Accidents and Natural Disasters
- Socioeconomics
- Sound, Noise and Vibration
- Traffic and Transport
- Waste and Material Resources
- Water Resources and Flood Risk
- Scope and Methodology
- Draft Code of Construction Practice
- Alternatives Report
- Planning Data
- Wider Effects Report
- Working Draft Environmental Statement consultation summary report
- Borrow Pit Report
- Other background data and map books

3.5 To secure the best outcome and lay the necessary foundations for any future petition (please see below for more information on petitioning), each of the above volumes and topics must be reviewed and responded to.

3.6 The Council's full response to the ES must be submitted to the Government by 11:45pm on the 31st March 2022. The Council's response fully supports, and is aligned with, the responses being submitted by the Greater Manchester Combined Authority (GMCA), Trafford Metropolitan Borough Council, Wigan Metropolitan Borough Council, and Manchester Airport Group (MAG).

3.7 **MA06 Hulseheath to Manchester Airport Community Area**

3.7.1 This is an area of land between the River Bollin and the M56, as well as the westbound carriageway of the M56 in the City Council's boundary.

3.7.2 Proposed work includes: a viaduct over the River Bollin a balancing pond for railway drainage; an embankment, a cutting at Halebank, closure and realignment of Sunbank Lane and other footpaths; a box tunnel under the M56, the redesign of M56 Junction 6 and improvements to the existing road network around the proposed Airport Station.

3.7.3 It includes a four platform Airport HS2 Station and associated access, servicing, and parking. These lie within Trafford Council's administrative boundary, although the proposal impacts on both Manchester and Trafford Council areas.

3.7.4 In this area, the scheme will provide a connection between HS2 and a future NPR route between Manchester and Liverpool via the Manchester Airport High Speed station. Manchester Airport is located to the south-east of the proposed HS2 Station at Manchester Airport.

3.8 **MA07 Davenport Green to Ardwick Community Area**

3.8.1 This section is 13.4km long, of which 12.8km is in tunnel under the wards of Ardwick, Longsight, Rusholme, Withington, Didsbury West, Didsbury East, Northenden and Baguley. 573m of the route is in cutting at Ardwick.

3.8.2 There are several features associated with the tunnel. This includes four vent shafts/headhouses proposed at: Altrincham Road/M56 junction 3a (Northenden Ward) (Vent Shaft 1); Withington Golf Course, Palatine Road (Didsbury West) (Vent Shaft 2); The Christie Car Park D, Wilmslow Road (Didsbury East/boundary with Didsbury West) (Vent Shaft 3); and Fallowfield Retail Park, Birchfield Road (Rusholme) (Vent Shaft 4).

3.8.3 The vent shafts/headhouses will be approximately 25m x 43-54 wide and 6m high. Each vent shaft will have a construction compound and there will be additional auto transformer stations at Palatine Road and Birchfield Road.

3.8.4 At the Ardwick end there would be a 'porous portal' (a perforated structure at the tunnel entrance, designed to allow the passage of air from the tunnel) with a head house substation and a tunnel portal building.

3.9 **MA08 Manchester Piccadilly Community Area**

3.9.1 The route would exit the tunnel at the Siemens Train Care Facility, Rondin Road in Ardwick Ward, into a cutting. It then rises to a viaduct that widens to accommodate the 2 NPR "passive provision" viaducts. A viaduct then extends over the Pin Mill Brow Junction and expands to 6 tracks which lead into the 6 platforms at the proposed station. The HS2 station would be located alongside the existing Piccadilly station building at a similar height. All platforms will have a roof and canopy.

3.9.2 The Manchester Piccadilly Station area will be 1km (0.6 miles) in length.

3.9.3 In this area, the Proposed Scheme will provide a connection between HS2 and a future NPR route between Leeds and the Manchester Piccadilly High Speed station.

3.9.4 A new Metrolink station will be constructed underneath the HS2 station which will have 4 platforms. This will replace the existing 2 platform Metrolink station underneath the existing Piccadilly station. The construction of the HS2 station at Piccadilly will sever Metrolink services to Ashton during its construction which presents an opportunity to build a new station which has 4 platforms, which would be much more complex to achieve under the existing Piccadilly station.

- 3.9.5 The hybrid Bill also proposes a “turnback facility” (used to allow trams which are not continuing their journey to turnaround) at the New Islington tram stop to replace the existing Sheffield Street turnback, which will be out of service due to the construction of HS2.
- 3.9.6 There will be an Autotransformer station at Midland Street. At Pin Mill Brow and other streets around Piccadilly, changes to the road layout are proposed. Two multi-storey car parks are planned to be constructed on New Sheffield Street (site of the proposed boulevard in the SRF). Eight compounds are proposed for the construction of the railway.
- 3.9.7 In this area, the Proposed Scheme will provide passive provision for a connection between HS2 and a future NPR route between Leeds and the Manchester Piccadilly High Speed station.

3.10 **Key Themes & Issues**

- 3.10.1 Due to the volume of material included in the ES, and the timescales involved in responding to the consultation, this report aims to provide an overview of the key topics and areas of the ES where officers consider that avoidance, mitigation and/or compensation is:
- a) Critical to Manchester; and
 - b) Likely to be successfully secured

It should be noted that most the analysis of the ES has highlighted the lack of detail and the need for further information from HS2 Ltd. Many of the issues previously raised by the City Council and partners, in our response to previous consultations, have not been addressed in the ES.

3.11 **Volume 1 – Introduction and Methodology**

- 3.11.1 Design – The HS2 Ltd Design Vision sets core principles around three themes of people, place and time and creating a sense of place that will stand the test of time. It is important that these high-level principles are followed through to the detailed design of all elements that could singularly or cumulatively have an impact on Manchester.
- 3.11.2 HS2 Ltd design approach should be consistent with its own guidance. It should fully assess the location and context. It should then develop a suitable and appropriate design response to suit the location and context, rather than providing generic, engineering solutions which would not be appropriate for Manchester.
- 3.11.3 The resulting structures should be a high-quality design response. This is important in terms of landscaping and integrating and retaining existing features such as trees, as well as ensuring that the structures are of a high-quality design.
- 3.11.4 The proposed stations and their landscaping and associated works, including

the approach viaduct to the new station at Piccadilly, will need an exemplary design response that responds positively to their context and support the regeneration masterplans in these locations. It is important that the Local Planning Authority (LPA) is engaged in early and detailed discussions over the designs of these new structures to ensure the highest design quality and landscaping, and to ensure that they respond positively to their setting. In the case of Piccadilly, the design should respond sensitively to the historic environment and adjacent Grade II listed train shed.

- 3.11.5 Further detailed investigation and surveys are needed in terms of historic buildings, character appraisal, archaeology and built heritage to inform the proposals and to enable a proper assessment of impact and mitigation interventions needed.
- 3.11.6 Volume 1 also states that the route-wide approach has been developed with Historic England and Local Authorities at Phase 1 and Phase 2a. A route wide Written Scheme of Investigation has also been prepared setting out a framework for design, evaluation, and investigation.
- 3.11.7 Site Investigation is still to be done, which means that it is likely that there are still unknowns about land quality.
- 3.11.8 In the Landscape and Visual Impacts section, the ES states that measures to mitigate are part of an integrated design approach. It is important that best practice and high-quality design are at the forefront in developing bespoke responses, and that any harm or adverse impact is avoided rather than mitigated.
- 3.11.9 Electromagnetic Interference (EMI) is mentioned in relation to the 25-kilovolt electrification traction power of trains. It is being assessed and sensitive receptor sites are being identified along the track route corridor. The Christie Hospital and the Airport have been identified and HS2 Ltd are looking to mitigate any impacts.
- 3.12 **Volume 2 – Community Area Reports and Map Books - Comments Applicable to MA06, MA07 and MA08**
- 3.12.1 **Agriculture, Forestry and Soils** - Soils have been assessed thoroughly at the same time as the land quality survey. The soils assessment focusses mainly on soils as an agricultural resource, and of ensuring it isn't damaged during construction. There is robust mitigation protocol referenced, which would be effective if rigorously adhered to. Other important aspects of soil management appear to be deferred to other topic areas, for example soils supporting important ecological sites are dealt with in ecology, peat in carbon etc.
- 3.12.2 The main issue of concern for our ES response is that the assessment methodology makes assumptions about the impact sensitivity of some businesses and therefore a danger that these impacts and their importance are downplayed. There is overlap here with socioeconomic impacts.

- 3.12.3 There are very few forestry areas affected and the impact is regarded as negligible, which seems appropriate.
- 3.12.4 **Air Quality, Land Quality, Sound, Noise and Vibration** - HS2 Ltd. will develop Local Environmental Management Plans (LEMP) to supplement the final Code of Construction Practice. There is an expectation that the Plans should be developed in consultation with the Council.
- 3.12.5 Likely significant sound, noise, and vibration impacts have been identified at certain locations/premises, but the level of detail is not sufficient to properly assess and needs to be provided.
- 3.12.6 Any buildings that qualify for noise insulation or temporary re-housing are reported in the ES.
- 3.12.7 Proposed construction hours include Saturday working hours from 0800 - 13.00 hours and 24 hours working. Variations to standard working hours will need to be discussed and agreed with the Council as part of the LEMP work to mitigate potential noise disturbance.
- 3.12.8 **Noise** - Vibration Impacts of the tunnelling boring machine (TBM) are expected to have significant effect on the use of the MRI scanner at the Christie Hospital for 25-30 days. A Specific Vibration Risk Assessment was undertaken after liaison with the Christie but concludes that HS2 Ltd. will liaise with the Christie further. It is essential that this takes place.
- 3.12.9 **Climate Change** – There has been no consideration of the impact on climate change at the local level or consideration for the Climate Emergency and local carbon budgets.
- 3.12.10 This is particularly of concern around Piccadilly Station, which is a dense urban environment, with further development planned. Indications show that Manchester is already falling below the levels necessary to meet the overall carbon budget that has been set, and HS2 construction traffic will significantly compound the matter. This needs to be addressed as a priority.
- 3.12.11 Overall and over the long term, the proposal would meet the aims of assisting with a more sustainable transport system and encourages the use of sustainable construction practices
- 3.12.12 **Community** - In total – 79 Commercial, 19 Residential and 35 other types of properties are impacted / demolished as part of the scheme in Manchester including several important community services and buildings between Ardwick and Piccadilly.
- 3.12.13 Multiple residential properties in Chapeltown, Ducie Street, Pollard Street and New Islington will experience temporary impacts associated to construction activity.
- 3.12.14 The route through Piccadilly Station, involving several level changes, will be

problematic for users of the station, particularly for those with mobility challenges.

- 3.12.15 The Piccadilly Station proposals locate the HS2 platforms to the north of the existing rail station (facing towards the Inner Ring Road). As proposed, this does not provide adequate integration with the existing station and access to the city centre would be extremely poor from this location, due to the topography, existing buildings, and potential route through a 70-metre-long tunnel at Store Street.
- 3.12.16 The alternative route through the existing Network Rail station is not considered appropriate given the pressures on the current concourse from more passengers (25% increase in the last four-five years). 2016/17 figures from the Office of Rail and Road show 27 million passengers per year and 41 million visitors to the station per annum. DfT figures indicate that rail passenger numbers (alone) will increase to almost 60 million by 2040.
- 3.12.17 HS2 passengers using only the current entrance is a wholly inadequate solution. A fully integrated station design (as shown in the Piccadilly Strategic Regeneration Framework (SRF) and the GM HS2 & NPR Growth Strategy) would provide a common, accessible approach for HS2 and non-HS2 passengers (see section 5.7 for more information on Piccadilly Station).
- 3.12.18 The required Ventilation shaft, headhouse and auto-transformer station at Palatine Road continues to have a significant impact upon Withington Golf Club, including its future viability. As proposed, there would be a permanent loss of the club house, car parking and part of the golf course playing area, alongside a temporary loss of wider land impacting 4 of the golf course's holes for a period of 5 years. It's noted that once construction is completed, that the golf course could viably reopen. Ongoing liaison with the club by HS2 Ltd. will be required.
- 3.12.19 The Birchfields Road vent shaft will continue to have implications for businesses at the Fallowfield Retail Park and the local community through loss of amenity and parking implications. Impacts will include the loss of land/units at the retail park. The car park is also used by parents to drop off children at the nearby Birchfields Primary School and Manchester Enterprise Academy (MEA Central), to improve the safety of children as part of a 'park and stride' scheme promoted by the Council.
- 3.12.20 **Construction** - Temporary soil stockpiles could contain contaminated soils. More details are needed on the methodology to be employed for soil excavations, transportation and as to how the stockpiles will be managed to prevent contamination from leaving the compounds, in the form of dust or leachate. This will ensure that the lands beneath the compounds does not become contaminated because of the temporary storage
- 3.12.21 Hoardings to segregate the HS2 construction site will be at least 2.4m high but may up to 3.6m and possibly altered to enhance acoustic performance.

- 3.12.22 304 residential properties are forecast to experience noise above the eligibility criteria for noise insulation, but below the eligibility criteria for temporary rehousing criteria. This is of concern and HS2 will need to ensure that they are responsive to residents throughout the construction process.
- 3.12.23 Tunnelling Boring Machine (TBM) expected to have significant effect on the use of the proposed MRI scanner at the Christie for 25-30 days. A specific Vibration Risk Assessment was undertaken after liaison with the Christie, but this concluded that HS2 will liaise with the Christie further.
- 3.12.24 **Cultural Heritage** – A major adverse effect is predicted in relation to the removal / repositioning of the Grade II listed Milestone adjacent to Withington Fire Station. The repositioning of the asset to a different location would erode the integrity of the asset and undermine its significance. Whilst the retention of the asset is positive, its relocation would still be considered to have a major adverse impact overall.
- 3.12.25 The Piccadilly hybrid Bill station design will result in considerable loss of non-designated heritage assets in the Ardwick / Piccadilly area. All reasonable options which would avoid the permanent loss of these assets should be appropriately explored.
- 3.12.26 Prominent late-19th century buildings at 163 Ashton Old Rd and 223 Ashton Old Road (M11 3WU) are of architectural and historic merit and have the potential to be impacted by the construction compounds but are not identified in the ES maps.
- 3.12.27 Concerns around the potential for movement around the collection of Listed Buildings next to Ladybarn Road. This should be monitored during the construction and operational phases.
- 3.12.28 **Ecology** – It is noted that a 10% net gain in biodiversity for replaceable habitats along the Crewe to Manchester Route is being implemented by HS2 Ltd. after construction.
- 3.12.29 The impact on Bollin Bank is unclear (HS2 viaduct over the River Bollin Linking Woodhouse Park in Manchester and Cheshire East). As well as the direct loss, it could be permanently isolated from the rest of Sunbank Wood. This is due to the transition from viaduct to embankment, which occurs directly in the woodland. No consideration has been given to the temporal impacts during the construction period.
- 3.12.30 No bat emergence surveys were undertaken in any building or structures in MA08; we would not accept an ES for a planning application with this lack of survey effort.
- 3.12.31 The loss of hedgerows in MA07 is described as of being significant at a local/parish level. Since this includes the loss of native species-rich hedgerows, this is an underestimation of the value of the hedges. Species rich hedges are very rare in Greater Manchester and any loss would be

considered significant.

- 3.12.32 No details of the black redstart location found in MA08 have been given. The ES identifies that the construction in this area will result “in the disturbance of black redstart nesting habitat”. No mitigation is proposed for the loss of nesting habitat because there is “extensive alternative nesting habitat in the area”. However, this overlooks the fact that black restarts require nesting habitat linked to nearby feeding areas.
- 3.12.33 **Health** – The demolition of recreational facilities affecting the ability to participate in specific physical activity at the following locations: In Aldow Industrial Park demolition of Totem Gymnastics, a children’s gymnastics club, Cloud Aerial Arts (an acrobatic, gymnastics and yoga centre) and CrossFit Ancoats (a specialised cross fit gym).
- 3.12.34 The demolition of building providing service, reducing access to service supporting health and wellbeing at the following locations: Manchester Offenders: Diversion, Engagement and Liaison (MO:DEL), and Manchester Action on Street Health (MASH) on Fairfield Street)
- 3.12.35 The presence of construction traffic, including HGV, on local roads leading to amenity impacts and safety concerns, deterring the use of local roads by non-motorised users in MA08
- 3.12.36 An increase in HGV traffic and changes to the noise environment will lead to reduced levels of amenity from the local environment in MA07 (A34 Kingsway and A34 Birchfields Road)
- 3.12.37 **Landscape and Visual** – No reference is made to the Mayfield development which is located within close proximity to Piccadilly Station. The vision for Mayfield is for a distinctive, world class development delivering significant new commercial space, and up to 1,500 new homes alongside a mix of retail and leisure facilities all centred on a new 6.5-acre city centre park. The outdated baseline is likely to impact on the accuracy of the baseline assessment of value, susceptibility to change and overall sensitivity. This is likely to result in an inaccurate assessment of effects and their significance.
- 3.12.38 No consideration is given to future aspirations as set out within the SRFs which are relevant to the site.
- 3.12.39 There are concerns that the landscape and visual mitigation provided in the city centre will not be adequate.
- 3.12.40 The Airport Station itself lies outside the City Council boundary. However, there will be visual impacts from the station, associated multi-storey car parks, new highway layouts and landscaping works. The new station and associated buildings works should be of an exemplary design quality in terms of architectural design and public realm and landscaping works. Mitigation works associated with the construction and operational aspects of the scheme should be carefully considered to minimise any adverse effects.

- 3.12.41 There is a lack of photomontages to see how the scheme will develop at key points from construction operation and beyond.
- 3.12.42 There is no assessment of potential increased impacts on the townscape character because of the potentially taller vent shafts at Palatine Road, which may appear incompatible within the largely suburban, residential context. The potential increased visibility of the vent shafts as a result of repositioning may make them a more dominant feature in the local townscape context.
- 3.12.43 Existing landscape features including high quality trees and hedgerows should be given due consideration at the advanced design stages. The impact caused by any new highways should be minimised and mitigated.
- 3.12.44 The Mersey Valley Managed Open Space is one area where the character would be significantly affected to a moderate, adverse level. As this landscape is of high value and contributes significantly to the character of the area, opportunities should be taken to avoid any adverse impacts by redesigning the scheme to one where there is less impact.
- 3.12.45 There are considerable concerns over the proposed loss of mature trees in the Mersey Valley that also contribute significantly to the character of the area. The trees provide a high value mature landscape feature and attempts should be made to avoid loss by redesigning the proposals to retain this existing important feature.
- 3.12.46 Due to the lack of appropriate criteria within the methodology, there is a reliance on professional judgement to assess the baseline and effects. Whilst this is part of the assessment process and in accordance with the Guidelines for Landscape and Visual Impact Assessment, the overall assessment lacks robustness.
- 3.12.47 **Major Accidents & Natural Disasters** – There is a general concern that HS2 are controlling everything centrally and seem to be relying on the local authorities to contact other bodies such as GMEU, GMRU and GMRF. These bodies have not been contacted by HS2 to discuss risk and impacts.
- 3.12.48 Concern that the potential mitigation measures that are put in place by HS2 Ltd. are as low as reasonably practicable, but no testing is proposed to the mitigation systems prior to HS2 becoming operational which leaves doubt that the mitigation measures will work effectively should a disaster / major incident occur.
- 3.12.49 **Socio Economic** – Members should note that up to 40,000 additional jobs are estimated as a result of HS2/NPR with an implemented Piccadilly SRF.
- 3.12.50 A total of 490 HS2 jobs will be required within MA07, however, it is not clear what proportion of these can be taken up locally. Similarly, it is not clear what training / guidance HS2 Ltd can provide to ensure local skills can be used, outside of the apprenticeship roles. The GM local industrial strategy

highlights our STEM framework which we need to work with HS2 on.

- 3.12.51 We oppose any loss of jobs caused by the removal of businesses by HS2 and expect HS2 to actively assist businesses to relocate and to liaise with MCC to support them in this.
- 3.12.52 We wish to seek financial compensation for the loss of any part of its business rate income caused by the development of the HS2 route within the borough that has been demonstrated to cause businesses to fail or had a significant impact on their income. It is not expected that the local authority should bear the financial consequences to the detriment of its residents and businesses.
- 3.12.53 Indirect construction employment - it is not clear how supply chain employment will be generated or how businesses may gain early guidance as to how to bid in to/benefit from supply chain activity.
- 3.12.54 **Traffic and Transport** - MCC are concerned that during construction and operation residential neighbourhoods will suffer with increased non-residential parking from construction workers and later passengers. Travel Plans developed for construction workers must not force off road parking, i.e., parking on grass verges.
- 3.12.55 HS2 Ltd have completed a traffic modelling study, but we have several concerns on this, notably that NPR traffic hasn't been included in modelling around the airport and major streets have not been included in the baseline data. For example, Oxford Road is open to normal traffic in the model but has been closed to Cars and HGVs for many years. This has resulted in the traffic modelling being unreliable and cast doubt on the validity of the traffic interventions proposed to the road network around Piccadilly and the Airport stations.
- 3.12.56 Beyond provision of junction improvements to provide direct access to the stations, HS2 Ltd. have not proposed any mitigation for locations on the road network where they have identified their scheme will have impacts on traffic flows, congestion, and bus delays.
- 3.12.57 Bus journey time impacts are significant during construction and show increases of over 40% on some corridors. This level of impact is not acceptable and there has been no mitigation proposed by HS2 Ltd. in the ES. This needs to be addressed.
- 3.12.58 Cycle facilities at key locations such as Pin Mill Brow, Thorley Lane, and the New Airport Access gyratory do not meet current standards and need to be improved.
- 3.12.59 The Council and our partners share a number of concerns about HS2 Ltd.'s highways proposals at the Airport station. These have been raised formally and informally with HS2 Ltd. on numerous occasions.

- 3.12.60 The Council and its partners feel that inadequate evidence has been provided on how the Airport station can be accessed; what the implications are for Junctions 5 and 6 of the M56 and the wider M56; the wider highways access; and impact on airport operations and accessibility.
- 3.12.61 Our concerns about highways access cover both the construction phase and the longer-term operation of the Airport station. There is also a lack of detail about how demand from NPR traffic will be managed.
- 3.12.62 With most of the route through the MA07 area in tunnel, emerging at Ardwick Depot, the key traffic and transport issues are around the vent shaft / headhouse locations shown in the WDES. The parking at the Christie Hospital Car Park D on Wilmslow Road; the A665 Chancellors Lane, the Siemens Ardwick Train care Facility on Rondin Road, the Fallowfield Retail Park on Birchfields Road and Hooper Street could all be affected.
- 3.12.63 The Council's policies on parking and air quality mean that significant additional private car parking capacity for rail commuters would be difficult to accept, in particular the two multi-storey car parks proposed in the ES, within the city centre. Access to the proposed multi-storey car parks is also not in accordance with the approved Piccadilly SRF.
- 3.12.64 Pin Mill Brow gyratory junction proposal is not appropriate in scale or function. It occupies a wide area, limiting development potential and creates a hostile environment for cyclists and pedestrians, with no evidence of conformity to current design requirements. It is understood that the design was developed to achieve no major adverse effects on traffic capacity, but the proposed Pin Mill Brow gyratory does not cater for the forecast future demand in either 2038 or 2046.
- 3.12.65 The proposed quantum of cycle parking (500 spaces) at Piccadilly Station is insufficient. By comparison, Cambridge station currently has 3,000 undercover cycle parking spaces.
- 3.12.66 Other key specific issues identified in MA08 are:
- There is no consideration of walking and cycling routes or how these would form part of an integrated, place based approach to street design.
 - There is little evidence of a holistic place making approach that seeks to link in wider existing networks.
 - The hybrid Bill needs to integrate the Beeline proposals within the vicinity of Piccadilly Station and HS2 track alignment.
 - There is no mention of enhanced wayfinding to ensure passengers can make their onward journeys easily and in an efficient manner.
 - No clear connections heading to the north and the city centre are indicated.
 - Station design needs to provide the highest quality arrival experience, with legible onward connection by active modes.
 - The scale of the station and multiple rail alignments have the potential to create a severe severance effect. Permeability through these pieces of

infrastructure is key and must be demonstrated through the ES process.

- The HS2 station must be fully integrated with bus and coach services to ensure sustainable transport connections are provided.
- Metrolink forms a key interchange mode that must be fully integrated with the station designs considering future expansion and introduction of increased capacity through initiatives such as tram-train.
- The proposed location of the revised Pin Mill Brow junction impacts on several high-rise buildings and an urban park proposed in the Piccadilly SRF. This is not acceptable to the Council and alternative layouts need to be explored and discussed. Any changes to the highways layout in this location needs to be in accordance with approved planning.

3.12.67 **Water Resources and Flood Risk** – The Palatine Road vent shaft will change the flood flow immediately surrounding the vent shaft site. Modelling is underway and will continue during the passage of the Bill, to identify avoidance and mitigation measures to reduce the impact on peak flood levels around the Palatine Road vent shaft. Any permanent moderate adverse effects are unacceptable.

3.12.68 The hydrology assessment within the Mersey Model report uses event data between 1955 and 2012. The model has been further calibrated against Storm Christoph (Jan 2021). The results outline no substantial change in the overall model results. It is recommended further engagement with the Environment Agency continues to ensure the hydrology is appropriate for future detailed design. We are concerned that the hybrid Bill is going ahead without

3.12.69 Mitigation measures will be required to reduce the impact of the Proposed Scheme on peak flood levels at the receptors in Northenden, Stenner Lane and along Palatine Road. Details of mitigation & 'Significance' need to be agreed with EA.

3.13 **Volume 3: Route-wide Effects**

3.13.1 **Agriculture, Forestry and Soils** - There is a well-established robust land classification methodology for the whole route. The approach assesses all best and most versatile agricultural land (grades 1-3a) as of the same value: there are areas of grade 1 peatland in the western section, which are quite a scarce resource nationally but especially locally.

3.13.2 **Community** – it is noted that details of potential construction worker impacts are to be completed and that community issues will generally be dealt with at the local level. Comments are included in the Community Area sections of this report.

3.13.3 **Socio-economics** – 'it has been assumed that 88% of the business occupiers displaced by the scheme will successfully relocate to alternative locations and no employment will be lost. The other 12% of occupiers are assumed to close rather than relocate'. It is noted that this assumption was based on the research into the relocation of companies and jobs on account

of the London 2012 Olympic Games. Given the potential effects of this estimate and for the purposes of assessing the worst-case scenario, it is considered that the London-based case study does not represent the base case for the Crewe to Manchester route. Similarly, the assumption that a proportion of the 88% of the businesses which are in rural areas will be able to re-locate is not considered representative of the worst-case scenario for loss of FTEs. It should be noted that businesses are likely to be far more vulnerable after the Covid pandemic and their cash reserves may be much lower which will mean they are more fragile to any form of business interruption and as such the 12% figure given could be higher than the London based case study.

- 3.13.4 There is already significant development in progress and planned around the HS2 stations. This has material implications for economic impact and appropriate mitigation.
- 3.13.5 As noted above, an estimated 8,870 full time equivalent posts would be created during the construction period. HS2 Ltd. has committed to providing a minimum of 2,000 apprenticeships over Phase 1 and Phase 2a. A similar commitment should be provided for Phase 2b and HS2 Ltd. should work with the Council and Greater Manchester Combined Authority on this.
- 3.13.6 As highlighted above, the Council and partners would like to see schemes in place to ensure that as many of the HS2-related jobs as possible go to local people. HS2 Ltd. should engage with the City and GM partners to ensure this, building on work already in place in GM.

3.14 **Code of Construction Practice**

- 3.14.1 The ES includes a Code of Construction Practice, including mitigation measures to reduce and manage traffic and transport impacts as well as issues such as noise. The document also includes a commitment to limit the use of materials and the generation of waste.
- 3.14.2 Details of how construction would be managed are still emerging and officers will continue to work with HS2 Ltd. to further understand the impact and the proposed mitigation to limit this.
- 3.14.3 **Waste Material** – 'The disposal of 10,000,000 tonnes per annum of inert waste represents approximately 100% of the total inert landfill capacity in the North West region' is of concern. More information is needed on estimated levels of inert waste over the project (2025-2038) and disposal measures employed to allow WPAs to understand capacity requirements.

3.15 **Conclusion – Environmental Statement**

- 3.15.1 We welcome the opportunity to comment on the Environment Statement. However, there is a lack of detail on issues of major significance and clearly much more work needs to be done to satisfy the Council and that the scheme has holistically considered all the impacts and mitigations what Manchester

requires during and after construction. There are a significant number of areas of concern which we will raise as part of the Council's response to the ES. We will also continue to press HS2 Ltd. and DfT to work with the City Council and our GM Partners on the gaps that have been identified.

- 3.15.2 Officers will continue working with HS2, DfT, TfN and other partners on the detailed design development of the proposed scheme. We will continue to argue for world class, fully integrated stations with a build it once, build it right approach.

4.0 HS2 Crewe-Manchester hybrid Bill EQIA

- 4.1 Equalities Impact Assessment Report – this considers the potential effects of the construction and operation of HS2 Phase 2B on people with protected characteristics and explains how HS2 Ltd. proposes to avoid /reduce any adverse effects. These are people protected by the Equality Act 2010.
- 4.2 Christie Hospital - The landscape and visual assessment in the ES has identified a significant adverse visual effect at The Christie Hospital because of the construction of the Wilmslow Road vent shaft and associated construction traffic. There will also be night-time effects associated with additional lighting required for the Wilmslow Road vent shaft satellite compound, which will intensify existing night-time sky glow. Evidence from Cancer Research suggests that some drugs used in chemotherapy treatment can increase sensitivity to light or change in visual stimuli. There is therefore the potential for wider impacts on patients at The Christie Hospital.
- 4.3 Christie Hospital -The permanent loss of Car Park D, including the loss of all Blue Badge parking spaces and wheelchair shelters, will give rise to disproportionate and differential effects for disabled people including those with cancer attending the hospital for treatment or to visit other patients.
- 4.4 Disabled people, older people and children are being particularly disadvantaged by disruption construction, loss of public spaces, impacts of routes changing, less parking, air quality, replacing accessible trams with buses, relocating bus stops, temporary access and impact on loss of play areas and disruption to children's education etc. Further consideration is needed on the cumulative effect on these groups when developing mitigations. There is a lack of clarity on what the mechanisms will be for ongoing equalities analysis, equality stakeholder engagement and the need to refresh the data based on Census 2021. HS2 is required to revise the disproportionate data analysis model. Disability groups most likely to be affected are mobility, mental health, neurodiversity and sensory and this will be for all ages.
- 4.5 Housing impact – Vulnerable householders are at risk of mental health or physical impact due to uncertainty of HS2 altering existing routes or evictions if residences are compulsory purchased and not considering the residents surroundings (e.g., specific accessibility needs for your house).

- 4.6 The Council is concerned that the proposed HS2 station is not appropriately integrated with the facilities of the existing Piccadilly Station. A more integrated design would provide a common and more legible approach for HS2 and non-HS2 passengers, enabling choice between a wider variety of ancillary facilities and reducing unnecessary changes of level and therefore allowing better accessibility for all.
- 4.7 Buildings and structures are required to be demolished in most community areas assessed within the Councils boundaries. The Council would wish to ensure that adequate engagement, assistance, and support is provided for all affected, specifically those that would require additional support with understanding and going through the compensation process. Further support and information are required for impacted local businesses and community facilities and homes on the mechanisms being considered, alongside what support can be provided with the financial compensation
- 4.8 **Conclusion - EQIA**
- 4.8.1 We are concerned at the lack of detail within the EQIA. We hope to work with HS2 to resolve the issues to identified to make sure HS2 works for everyone in our city.
- 4.8.2 Lighting around the Christie for construction of the Ventilation shaft needs HS2 to mitigate the impacts to patients who have a light sensitivity due to cancer treatment by working with the Christie Hospital.
- 4.8.3 The loss of disabled car parking at the Christie needs replacing by HS2 Ltd.
- 4.8.4 Disabled, older and vulnerable people (including children) are being particularly disadvantaged by the disruption caused by HS2 construction activities. The level changes in the HS2 station integration with the classic Piccadilly Station is one shortfall.
- 4.8.5 Demolitions and compulsory purchases must ensure that residents and business are adequately compensated and have their needs considered during relocation.
- 5.0 **Petitioning the Crewe-Manchester hybrid Bill**
- 5.1 The extraordinary Council meeting on 4th March 2022 granted delegated authority to the Strategic Director for Growth and Development in consultation with the Leader of the Council to petition against the HS2 Phase2B hybrid Bill.
- 5.2 The paper presented at the Council meeting gave an overview of likely petitioning items. This Executive paper describes the issues of concern in more detail, although it should be noted that, due to the size and complexity of the hybrid Bill further issues may be identified following this report, which it is felt may need to be included in the final petition.

- 5.3 As with previous responses to HS2 Ltd consultations, Manchester is continuing to work closely with Greater Manchester (GM) Partners in preparing their respective petitions. The Council's petition will be aligned with those of other GM partners, whilst emphasising and highlighting issues of particular concern for the city.
- 5.4 As part of the Council and GM partner's ongoing work with HS2 Ltd on development of the scheme, a series of Critical Issues have been identified and these have been regularly raised and discussed with HS2 Ltd and DfT. The Critical Issues relate to areas of concern for the city and GM Partners and are issues which are fundamental to the success of HS2 Phase 2b in GM. The Critical Issues form the basis of our petition response, which has been refined in line with the exact contents of the hybrid Bill.
- 5.5 The Council's response to previous consultations on HS2 notes the critical importance for the HS2 and NPR proposals to be aligned with, and support, the city's range of existing and emerging strategies and policy documents. These include:
- City Centre Transport Strategy to 2040
 - Manchester Climate Change Framework 2020-25
 - Our Manchester Strategy and Our Manchester Industrial Strategy
 - City Centre Strategic Plan (CCSP)
 - Greater Manchester HS2 & NPR Growth Strategy
 - Greater Manchester Clean Air Plan
 - Greater Manchester Spatial Framework (GMSF)
 - Strategic Regeneration Frameworks (SRFs) for the localities surrounding, and linked to, the Stations including:
 - Piccadilly SRF 2018
 - Mayfield SRF
 - Portugal Street East SRF
 - IQ Manchester (North Campus) SRF
 - Wythenshawe Hospital Campus SRF
 - Airport City
- 5.6 The key issues proposed to be included within the Council's petition are set out below. All these issues have been raised previously with DfT and HS2 Ltd on numerous occasions, both through our formal consultation responses and informal engagement.
- 5.7 **Manchester Piccadilly Station**
- 5.7.1 It is imperative to create a station at Manchester Piccadilly that is a world class, fully integrated transport hub which can actively maximise economic growth and the regeneration of the eastern side of the city centre. A 'Build it Once, Build it Right' strategic approach to transport investment at Piccadilly can ensure the earliest transformation of Piccadilly Station; avoid significant and long-term disruption and blight; and promote investor confidence. We believe that the design for Manchester Piccadilly High Speed station should

specifically consider Piccadilly in terms of the integration between HS2, NPR, the wider rail network and local growth and regeneration.

5.7.2 The surface terminus station proposed for Manchester station within the hybrid Bill does not deliver the right solution to provide the required level of reliability and resilience to effectively support the wider High-Speed network. Furthermore, it significantly impacts on the delivery of the place-making and economic growth agenda set out in the approved Piccadilly SRF and the GM HS2 / NPR Growth Strategy. The hybrid Bill proposal illustrates a ‘bolt on’ of NPR onto the HS2 scheme, as opposed to taking a holistic view of how to best deliver a fully integrated HS2 and NPR solution, considering long term capacity, reliability, connectivity, and future proofing.

5.7.3 A report commissioned by MCC and TfGM from Bechtel to review the proposed HS2/NPR station at Piccadilly Station concluded that a fully underground and re-orientated through-station could address the constraints of the existing proposal, offer much more flexibility and long-term capacity for future train service provision, as well as potentially reducing the amount of track and tunnel required to connect to the Airport station. Specific issues at Piccadilly highlighted in the report, and to be raised in the Council’s petition, relate to:

- **Capacity, Reliability, Resilience & Future Proofing** – lack of capacity in the current surface station, which would be at full capacity on day 1 of its operation.
- **Customer Experience** – the need for a fully integrated and connected multi-modal transport hub, able to accommodate predicted future user numbers.
- **Place making & Supporting Economic Growth** - the loss of development land, and therefore economic and regeneration benefits because of the combined HS2 and NPR surface station.
- **Sequencing of investment** – “build it once, build it right” approach,
- **The application of onerous standards for HS2** – which may have impeded the development of an optimum solution for Piccadilly station.

5.7.4 In addition, the provision of a NPR route towards Leeds, included within the Integrated Rail Plan, suggest that a significant amount of surface infrastructure will be needed in the Ardwick area to enable the NPR trains to use a surface station. This infrastructure will cause blight and severance to the surrounding communities, as well as leading to a loss of a significant amount of developable land, impeding future economic growth and provision of jobs. Such infrastructure would not be needed with an underground station.

5.7.5 The Council’s petition will request a fully underground HS2/NPR station be designed and approved for Piccadilly Station”.

5.8 Gateway House

5.8.1 Gateway House is a building completed in 1969 and located on Station

Approach at Manchester Piccadilly Station. The HS2 Manchester-Crewe hybrid Bill does not include powers for HS2 Ltd to acquire and demolish Gateway House and therefore fails to provide an adequate interchange facility at Manchester Piccadilly Station. It further fails to provide an attractive and fit for purpose gateway into the city centre that will meet anticipated increased pedestrian capacity through Piccadilly Station and facilitate the regeneration set out in the Manchester Piccadilly SRF. This failure will create congestion, unnecessary pressure on the station entrance, an unappealing and low-quality arrival plaza and gateway to the city centre and discourage the use of public transport. Furthermore, the retention of Gateway House restricts sustainable connection between the Western end of the Boulevard envisaged in the SRF, the new station, the core of the city centre and the Piccadilly SRF area.

- 5.8.2 We believe that the removal of Gateway House is necessary to deliver regeneration and support economic growth, which is a stated objective of HS2. Its removal would enhance connectivity across the city centre and align with the SRF for Piccadilly. The proposals within the hybrid Bill also assume that Metrolink will be routed underneath Gateway House. It is currently not clear if this will be technically possible while Gateway House remains. We will, therefore, request that the hybrid Bill be amended to include the acquisition and demolition of Gateway House and an undertaking given that the final design of Manchester Piccadilly provides an integrated station and station approach, that delivers a high-quality gateway which is in accordance with the strategic vision for Manchester.

5.9 **Piccadilly Highways Works**

- 5.9.1 The hybrid Bill gyratory junction layout at Pin Mill Brow is too expansive and does not consider local transport and environment, zero carbon and clean air policies, which look to reduce car trips into the city centre, or of the station's city centre location. They also take a considerable amount of land in the SRF area, creating a loss of vital development land, and a poor local environment. The proposed gyratory will, therefore, result in significant adverse impacts on the regeneration proposals within the city centre.
- 5.9.2 The Council is also concerned about the quality of traffic modelling that has been undertaken by HS2 Ltd to inform the highway design that is proposed. The modelling does not consider some recent GM led highways improvements (for example Oxford Road traffic calming and bus lane improvements) or take account of the "Right Mix" plans within the GM 2040 Transport Strategy and City Centre Transport Strategy. This is important as it will have a fundamental impact on traffic flows across the city centre including the assumptions made for Pin Mill Brow, which seek to reduce the amount of private car journeys in favour of an increase in public transport and active travel journeys.
- 5.9.3 The Council's petition will, therefore, request that DfT replaces the hybrid Bill gyratory design with an alternative which takes up a much smaller land area and so better integrates with the Piccadilly SRF and is more closely aligned

to policies aimed at reducing journeys into the city centre by private car, as well as being less of a barrier to pedestrians and cyclist.

5.10 **Parking & Multi Modal Interchange at Piccadilly Station**

- 5.10.1 The hybrid Bill includes two multi storey car parks with a total capacity of approximately 2,000 parking spaces, situated on the proposed Boulevard included in the Piccadilly SRF, adjacent to the HS2 Manchester Piccadilly station. The amount and location of car parking at Manchester Piccadilly is unacceptable to the Council and needs to be appropriate to its city centre location, next to a major transport hub, and in the context of the Piccadilly SRF and wider policy initiatives, including Manchester's Climate Change Framework, the City Centre Transport Strategy, GM 2040 Strategy and GM Clean Air Plan, as well as the government's own Transport Decarbonisation Plan.
- 5.10.2 The Boulevard within the SRF is envisaged as a major piece of public realm, connecting the Piccadilly Central areas and East Manchester into the city, and providing a key business address which can drive development within the area. It is intended to be pedestrian dominated space, with traffic movements restricted to access only. Placing two large car parks with 2,000 spaces will result both in the loss of prime development land, but will also detract from the environment, attractiveness, and purpose of the Boulevard, as well as un-necessarily encourage car trips.
- 5.10.3 Our petition will request that parking numbers are considerably reduced (ideally providing spaces for essential rail operation uses only); that parking is moved to a different location; and that HS2 Ltd. work with MCC and other GM partners to find an acceptable solution which promotes a move to public transport and other sustainable transport modes.
- 5.10.4 We will also be requesting that HS2 Ltd. work collaboratively with Council and GM Partners to provide a "multi modal interchange" adjacent to the HS2 station, providing a bus/coach facility, that can enable easy switching between bus, heavy rail and Metrolink transport.

5.11 **Network Rail Maintenance Ramp**

- 5.11.1 The hybrid Bill proposes the relocation of the current ramp used by Network Rail to access the viaduct at Piccadilly Station for maintenance and catering. MCC have significant concerns about the proposed vehicle route to the new access ramp, as set out in the hybrid Bill, which routes vehicles through an area of the Mayfield development. This area is not suitable for road vehicles and is planned for closure under proposals in the approved Mayfield SRF and significantly compromises the development by routing heavy duty traffic through the area. The proposals will impact the first phase of the Mayfield development and the overall quality of the environment of the area, detracting from the ability to secure and retain business in the area, and consequently the ability to deliver the growth and jobs outcomes. Therefore, the current proposals are unacceptable.

5.11.2 The Council's petition will request that HS2 work with the Council, the Mayfield Partnership and TfGM to develop an alternative, locally acceptable route for the Network Rail ramp, that minimises adverse impacts on one of the city's most significant growth and regeneration areas.

5.12 Relocation of North Block Services

5.12.1 To construct the new HS2 station, it is necessary to demolish and relocate an office block which is situated next to Gateway House. This building is known as "North Block". The proposal within the hybrid Bill is to build a replacement facility over the Network Rail "relay room", which is located between the proposed Network Rail Ramp and the train operator catering facilities. These proposals are likely to extend the disruption to residents, because the relay room itself is likely to need to be upgraded in the 2040s, shortly after HS2 and NPR construction completes. The petition requests an amendment to the hybrid Bill to include provision to enable the relay room to be relocated during HS2's construction.

5.13 Metrolink at Manchester Piccadilly

5.13.1 The Council are in full support of the relocation and enhancement of the Metrolink stop at Piccadilly Station to beneath the HS2 station, as proposed in the hybrid Bill. The relocation and improvement of the Metrolink Stop is essential to both the future capacity of the Metrolink system and the experience of passengers. The Metrolink stop at Piccadilly needs to align with the proposals set out in the Piccadilly SRF and GM Growth Strategy, to enable the transformative growth and regeneration of the area, creating a world-class, 'one station solution.'

5.13.2 The relocation of Metrolink enables a future Metrolink stop to be provided at Piccadilly Central to serve the SRF area. The hybrid Bill only provides "passive provision" for future construction of the Piccadilly Central stop. We believe that the hybrid Bill should provide the powers to enable the full delivery of Piccadilly Central.

5.13.3 We consider that further work needs to be done to properly mitigate the impacts on Metrolink operations during the construction of HS2's Piccadilly station. We expect HS2 Ltd. to manage this in partnership with Transport for Greater Manchester and to prioritise reducing disruption to Metrolink customers and operations.

5.13.4 The hybrid Bill proposals include the full closure of the Ashton Line for a period of approximately 2 years, with a replacement bus service. This level of disruption is totally unacceptable to MCC and GM partners.

5.13.5 MCC oppose the location of the tram turnback at New Islington as it impacts on the adjacent Pollard Street development (which has received planning permission), resulting in potential delays to the project and loss of jobs. We believe that the turnback facility should instead be located at the Velopark

tram stop, which would both avoid the impact on Pollard Street and provide the potential opportunity for additional future services to be run to serve the Etihad Campus and Coop Live Arena. Our petition will request that the turnback is located at Velopark, rather than New Islington, and that the potential disruption to Metrolink services and passengers is minimised.

5.14 **Issues with the Manchester Tunnel: Tunnel Portal Relocation & Ventilation Shafts**

5.14.1 Changes made to the track alignments during previous reviews of the HS2 route to Manchester, to avoid the Ardwick depot, the widening of the viaduct, and inclusion of the passive provision for NPR, conflict with existing and approved plans set out within the Piccadilly SRF and cause severance to the Mayfield area. The Council requests that a ‘place based’ approach is taken at the Piccadilly and Ardwick areas, to ensure that the proposals fully support the regeneration and growth plans at Piccadilly and Mayfield. There is also a need to consider the impact of the new alignment on proposed future alignments for NPR, as well as future alignments for tram train, and alternative highways layouts, re-emphasising the need for a fully holistic approach.

5.14.2 The proposal in the hybrid Bill to locate a ventilation shaft immediately adjacent to Birchfields Primary School, on part of the Fallowfield Retail is unacceptable. It will have a significant impact on both the primary school and the nearby MEA Central Academy School particularly during construction; remove local retail facilities; and cause job losses through the impacts on the retail park. It will also remove the ‘Park & Stride’ scheme, which helps to improve children’s safety. The Council have previously suggested 4 alternative locations for the ventilation shaft in the immediate area, which we do not believe have been adequately considered by HS2 Ltd. MCC’s petition will request that the hybrid Bill be amended to relocate this ventilation shaft to another location, as previously suggested, preferably at the site of the University of Manchester Armitage Sports Centre.

5.14.3 The final designs of the ventilation shafts and headhouses need to provide for appropriate flood mitigation at the proposed Palatine Road site; respond sensitively to the local environment; and fully mitigate any impact on residents and business during constructions.

5.15 **Manchester Airport Station Design & “Shallow Cutting”**

5.15.1 As the UK’s third busiest airport after Heathrow and Gatwick, and which plays a pivotal role in providing access to international markets from the North of England, Manchester Airport and is central to delivering the levelling up agenda and post COVID-19 economic recovery. HS2, NPR and Metrolink connectivity at Manchester Airport will require fully integrated station solutions. The design of the HS2 Airport Station also needs to be fully integrated with local development plans and existing planning policies, including Places for Everyone, ensuring proper connections to the surrounding development areas included within this plan.

5.15.2 In the hybrid Bill, the HS2/NPR station forecourt is raised by approximately 5m above the level previously proposed in the 2018 Working Draft Environmental Statement, i.e. a change from 'deep cutting' to 'shallow cutting'. We are also concerned that these design changes will give rise to unacceptable impacts on nearby residents, as well as causing significant integration problems for the surrounding development site. There is concern that residents in the Newall Green area of Manchester will be impacted by the shallow cutting as this community sits just above the tunnel portal entrance. There is the potential for the shallow cutting to result in a greater impact from the noise of HS2 trains entering and leaving the tunnel, as well as its proximity to the construction site. Our petition will request that the hybrid Bill be amended to mitigate these impacts, including further engagement on design amendments and environmental impact mitigation, particularly the noise impacts near the tunnel portal for Newall Green residents during and after construction.

5.16 **Metrolink at Manchester Airport**

5.16.1 The HS2 Ltd hybrid Bill proposals sever TfGM's existing Metrolink powers to operate and maintain a Metrolink route that connects to the HS2/NPR Manchester Airport Station. The hybrid Bill includes provision for an isolated Metrolink stop above the high-speed station without providing the necessary replacement powers to connect to the wider network. This is a totally inadequate and unacceptable approach which needs to be rectified through the hybrid Bill process.

5.16.2 Furthermore, because of HS2's proposal for a disconnected Metrolink stop, the hybrid Bill proposes access to Manchester Airport from the HS2 station by a shuttle bus. These shuttle buses will add congestion to an already congested highway network. This does not align with local policy.

5.16.3 Our petition requests that the hybrid Bill is amended to include sufficient powers for the construction, operation, and maintenance of a Metrolink route that connects to the Airport high speed station. These powers should also be sufficient to enable TfGM to construct a turnout immediately to the west of the high-speed station for its proposed tram-train extension to the southwest.

5.16.4 A further issue is caused by the shallow cut station design, which has resulted in the Metrolink tram stop and approach viaducts being similarly raised to a significant height above existing ground level, leading to an increase in construction cost, embodied carbon, and environmental impacts. MCC and GM Partners expect that any increase in costs to the Metrolink scheme and mitigation will be covered by the DfT

5.17 **Highways Issues at Manchester Airport**

5.17.1 The Council and GM Partners do not believe the proposed highway accesses between the HS2 Airport station and Junction 6 of the M56 will accommodate future demand relating to the Strategic Road Network as a result of HS2,

NPR and committed local developments. It is evident that significant changes are needed to the highway works in this location. These should be agreed with the Council and the other affected local highway authorities.

- 5.17.2 The Council is further concerned about the fact that the local highway network will be used by approximately 1,000 HGVs per day during construction. This will have significant adverse impacts on the Airport, the local economy, residents, the highway network, and the environment.
- 5.17.3 MCC and GM partners have previously requested that HS2 Ltd. consider options to use rail to move a proportion of materials required to construct the Airport station and tunnel portal, to reduce the level of road-based construction traffic. As part of our petition, we will set out our expectation that HS2 Ltd. undertake a specific, comprehensive study on the use of a railhead system to transport materials to and from the Manchester Airport high speed station site, and, if supported by this study and a full environmental impact assessment, that an Additional Provision is promoted to provide for the use of a conveyor/ railhead system. We would expect that this work considers the impact on residents and maximises the legacy opportunities from the temporary rail links needed for the construction material.
- 5.17.4 Further information will also be requested on how vehicle parking numbers have been determined, to ensure the right level of provision at the Airport Station, which also considers the impact on congestion and zero-carbon policies, and policies to encourage travel by public transport and active modes.

5.18 **Other Potential Petitioning Issues: Impact on the West Coast Main Line (WCML)**

- 5.18.1 The hybrid Bill documents refer to over 60 potential weekend closures on different parts of the existing WCML during the construction of the HS2 Crewe-Manchester line. We believe that this will cause unacceptable disruption to passengers (over 9-years), especially given the trend for increased leisure rail travel following the Covid-19 pandemic. MCC's petition will seek further information on this and request that alternative options are looked at to minimise the disruption on rail passengers.

6.0 **Immediate Next Steps**

- 6.1.1 The immediate priority is for the formal response to the ES to be finalised and submitted by 31st March 2022.
- 6.1.2 Officers will continue to work on developing the Council's petition and the evidence to support it. The exact dates of the formal petitioning period are currently unknown, however when the period does start, the Council will have 25 days to submit its petition (objection) to the hybrid Bill.

7.0 **Next steps on the wider HS2 programme**

- 7.1 Table 3 below sets out the anticipated high-level timetable based on the latest information available.

Table 3: HS2 Phase 2b Hybrid Bill programme (estimated dates)

Key Activities	Timelines
hybrid Bill deposit (including Environmental Statement)	24 th January 2022
Environmental Statement Consultation	25 th January – 31 st March 2022
Second Reading/ Petitioning Period (inc. preparation time)	Mid-May – Summer 2022
Negotiations with HS2 Ltd	Summer - Autumn 2022
Select Committee Hearings (Commons)	Autumn 2022 – Winter 2023
Overall hybrid Bill parliamentary process	2022 – 2024/25
Royal Assent	Late 2024 / Early 2025
Construction	2025 – 2035
Testing and Commissioning	2035 – 2040
Operation	2040

Manchester Council, with GM Partners, will continue to work with HS2 Ltd. and DfT on the HS2 Phase 2b hybrid Bill to ensure that it delivers the maximum benefit to Manchester and GM.

8.0 Hybrid Bill – Conclusion

- 8.1 The City Council and partners have reiterated their strong support for HS2 and the station locations at Manchester Airport and Piccadilly Station. HS2 is vital in increasing the capacity and connectivity of Britain's rail network, and the combination of HS2 and NPR improvements can help deliver a transformational step-change in the connectivity of the North's major city regions, helping to underpin economic growth across the North of England and deliver levelling up.
- 8.2 However, there remain several concerns that still need to be resolved with the HS2 scheme as set out in the hybrid Bill, before the full benefits can be realised. As a result, the Council are proposing to petition certain elements of the hybrid Bill to ensure Manchester gets the right infrastructure for this once in a generation opportunity we need to future-proof our city and drive economic growth and levelling up.
- 8.3 Officers will continue working with HS2 Ltd., DfT, TfN and other partners on the design development during negotiations through and following the hybrid Bill process. It is important that MCC are engaged in detailed discussions over the designs of the new stations and associated infrastructure (including vents shafts) to minimise their impact on our residents, local communities and ensure seamless integration with their surroundings.
- 8.4 Recommendations appear at the front of the report.

9.0 Urgency of Decision

- 9.1 This report is considered to be 'urgent business' and as such the decision should be exempted from the 'call-in' process for the following reason(s):
- 9.2 There is an absolute deadline of 31st March for the submission of the response to the ES & EQIA. Calling in this decision puts the Council at risk of missing this deadline as if the decision were to be called-in there would be no further Economy Scrutiny Committee before 31st March and the Council would have missed its chance to make representations in respect of the effects the ES and EQIA would on the city the residents.

10.0 Key Policies and Considerations

(a) Equal Opportunities

- 10.1 HS2 and NPR, and the development of the areas surrounding the stations are anticipated to provide additional job opportunities available to residents and improved transport connections to those opportunities. As part of the GM Growth Strategy, a GM High Speed Rail Skills Strategy has been developed to ensure that residents are able to acquire the skills to access the jobs created, and work continues with the Greater Manchester Combined Authority to deliver this.

(b) Risk Management

- 10.2 The Council will work closely with Government, Transport for the North (TfN), TfGM and other partners to minimise risks arising from the design, construction and delivery of HS2, NPR and the GM Growth Strategy.

(c) Legal Considerations

- 10.3 The team are being supported by the city solicitor's department throughout the ES and hybrid Bill petition process.

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High Speed Rail (Crewe to Manchester) – Phase 2b

Environmental Statement and Equality Impact Assessment

Manchester City Council Consultation Response Summary

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List of Abbreviations

Abbreviation	Meaning
CP1	Control Point 1
CP2	Control Point 2
CP3	Control Point 3
DfT	Department for Transport
EIA	Environmental Impact Assessment
EQIA	Equalities Impact Assessment
ES	Environmental Statement
EZ	Enterprise Zone
GM	Greater Manchester
GMASS	Greater Manchester Archaeology Advisory Service
MCC	Greater Manchester Combined Authority
GMS	Greater Manchester Strategy
GMSF	Greater Manchester Spatial Framework
HS2	High Speed 2
IEMA	Institute of Environmental Management and Assessment
LA	Local Authority
LPA	Local Planning Authority
MAG	Manchester Airport Group
MCC	Manchester City Council
NPPF	National Planning Policy Framework
NIC	National Infrastructure Commission
NPEIR	Northern Powerhouse Independent Economic Review
NPR	Northern Powerhouse Rail
NTS	Non-Technical Summary
SRF	Strategic Regeneration Framework
TC	Trafford Council
TfGM	Transport for Greater Manchester
TfN	Transport for the North
WC	Wigan Council
WDEQIA	Working Draft Equalities Impact Assessment
WDES	Working Draft Environmental Statement



High Speed Rail (Crewe to Manchester) – Phase 2b

Environmental Statement and Equality Impact Assessment

Introduction

1. Introduction

1.1. Background to the hybrid Bill, ES and EqIA

- 1.1.1. The High Speed 2 (HS2) Phase 2b: High Speed Rail Crewe to Manchester hybrid Bill was deposited in Parliament on 24 January 2022. The hybrid Bill was supported by an Environmental Statement (ES) and Equality Impact Assessment (EqIA) produced by HS2 Ltd. Parliament opened a public consultation on the ES and EqIA on 25th January 2022 which closes on 31st March 2022.
- 1.1.2. The Environmental Statement (ES) is an assessment of the likely significant environmental effects of the proposed HS2 railway, including the effects of construction and operation.
- 1.1.3. The Equalities Impact Assessment (EqIA) considers the potential effects of the construction and operation of HS2 Phase 2b on people with protected characteristics and explains how HS2 Ltd. proposes to avoid or mitigate any adverse effects.
- 1.1.4. The Council intends to submit a formal response to these consultations. As part of our approach to reviewing these documents, the Council, has been working in partnership with Greater Manchester Combined Authority (GMCA), other GM Local Authorities and Manchester Airports Group in reviewing the ES and EqIA to ensure our local and regional responses are aligned appropriately.
- 1.1.5. This report provides a summary of the issues identified by the Council, so far, which are likely to be included in the Council's ES & EqIA responses. The Council's review of the ES & EqIA documents (which are over 30,000 pages) is ongoing.

1.2. Assessment of the ES and EqIA

- 1.2.1. Overall, we welcome the opportunity to comment on the ES and EqIA. However, there is a lack of detail on issues of major significance and clearly much more work needs to be done to satisfy the Council that the scheme has holistically considered all the impacts and mitigations that Manchester requires during and after construction. There are a significant number of areas of concern which we will raise as part of the Council's response to the ES. We will also continue to press HS2 Ltd. and DfT to work with the City Council and our GM Partners on the gaps that have been identified.
- 1.2.2. Officers will continue working with the Department for Transport (DfT) HS2 Ltd. and Transport for the North (TfN), and other partners, on the detailed design development of the proposed scheme. We will continue to argue for world class, fully integrated stations with a "build it once, build it right" approach.

1.3. Manchester Context

- 1.3.1. The Council has continually supported the introduction of HS2 and NPR and the provision of stations at Manchester Piccadilly and Manchester Airport. We believe these schemes are vital to increasing the capacity and connectivity improvements needed to Britain's rail network and have the capacity to deliver a transformational step-change in the connectivity of the North's major regions, helping to underpin economic growth across the North and the UK.
- 1.3.2. However, we have consistently retained a clear position on the need to ensure that the schemes are delivered in a manner that fully complements the connectivity, place-making, local employment, and sustainable growth objectives in the Manchester Piccadilly Strategic Regeneration Framework (SRF) and the Greater Manchester HS2 and NPR Growth Strategy.

1.4. Key Issues

- 1.4.1. As part of the Council and GM partners' ongoing work with HS2 Ltd. on development of the scheme, a series of 'critical issues' have been identified and these have been regularly raised and discussed with HS2 Ltd. and DfT and have been the subject of formal responses to previous consultations on the Phase 2b route. The critical issues relate to areas of major concern for the city and GM Partners and are issues which are fundamental to the success of HS2 Phase 2b in Manchester and GM. As covered in the main report, the critical issues form a substantial base for the Council's intended petition against specific aspects of the hybrid Bill.
- 1.4.2. The critical issues are set out in more detail in the main report and are summarised below:
- The design of **Manchester Piccadilly station** as a surface, turn back station, as opposed to an underground, through station, which could provide greater capacity, reliability, resilience, future proofing and passenger experience and result in a reduced land take.
 - The **retention of Gateway House**, which inhibits connectivity to the rest of the city centre and fails to provide a suitable entrance and arrival point to the city at the Manchester Piccadilly HS2 station.
 - The extent of **highways infrastructure proposed at Piccadilly**, which are overly large, would unduly encourage car travel and increase pollution, sever areas of the city, and do not allow for active travel.
 - The level and location of **car parking proposed at Manchester Piccadilly**, which is too high and not in keeping with the adjacent station's role as a city centre public transport hub, unnecessarily encourages car travel, and takes up prime development land.
 - The need for a **multi-modal interchange** which provides bus and coach parking facilities.

- The proposed **access to a new ramp for Network Rail maintenance**, which routes traffic through the Mayfield development, having an unacceptably negative impact.
 - **Inadequate integration of, and powers for, Metrolink** at both Manchester Piccadilly and Manchester Airport. The location of the proposed **Metrolink turnback at New Islington** rather than our preferred site at Velopark, and the proposal to sever the Ashton line for two years.
 - The **relocation of the ‘North Block’ facilities** above the relay room at Manchester Piccadilly, which are likely to extend the disruption to local residents.
 - The proposed location of the **ventilation shaft and headhouse** on the Fallowfield Road Retail Park on Birchfields Road, and the need to provide adequate flood storage required for the proposed Palatine Road ventilation shaft.
 - An **inappropriate design for highways access to Manchester Airport Station** at Junction 6 of the M56, which does not take into account future demand from NPR services, planned development and Airport growth.
 - The **level of construction traffic** proposed and the need for consideration of measures to enable materials to be removed using rail at Manchester Airport.
- 1.4.3. A review of the hybrid Bill document has confirmed that the Council’s critical issues have not been resolved within the hybrid Bill design. The ES and EqIA response provides an opportunity to highlight environmental concerns the Council and GM partners have with the current hybrid Bill design, in the context of the overall critical issues.
- 1.5. Further engagement**
- 1.5.1. Through the Council’s response to the ES and EqIA we will seek the opportunity to engage further with Government and HS2 Ltd. to resolve issues of concern.



High Speed Rail (Crewe to Manchester) – Phase 2b

Environmental Statement

Chapter 1

MCC Comments on Volume 1

2. MCC comments on Volume 1: Introduction and Methodology

2.1. Introduction

- 2.1.1. The following section sets out MCC comments on Volume 1: Introduction and Methodology in terms of its purpose and presentation. MCC comments on the specific technical scope and methods are provided in detail in other sections of this report and are therefore not repeated here. As such the MCC response should be read as a whole.
- 2.1.2. Volume 1: Introduction and Methodology presents a technical summary of the Environmental Impact Assessment (EIA), the need for an EIA and the role of this as part of the hybrid Bill. It also summarises the description of the development, the location and its characteristics, evolution of the development design and alternatives considered and introduces the scope and methods used for individual topics assessed as part of the EIA.
- 2.1.3. However, whilst Volume 1 provides high-level summary of the EIA, it also includes statements which rely on technical assessments.
- 2.1.4. On the basis of our review, our response concludes that insufficient detail on the technical scope and methods, the Proposed Scheme design commitments, and the consultation and engagement undertaken to date has been provided to enable an appropriate assessment of the Proposed Scheme. That is due to the high-level nature of the document and the lack of background information provided.

2.2. The Proposed Scheme (Background to HS2 and Stakeholder Engagement and Consultation)

- 2.2.1. Volume 1, Section 2 provides a list of milestones of the Proposed Scheme development and outlines the need for them within the location selected, including opportunities for faster journeys between London Euston and Manchester Piccadilly and more employment and trading opportunities.
- 2.2.2. Whilst MCC welcomes the opportunities for local employment, no evidence is provided on the proportions of local employment or confirmation on how the estimated construction jobs will be accommodated from the supply chain. MCC would welcome the opportunity to engage with HS2 Ltd. to discuss the local requirements for construction employment and seek to secure the training opportunities provided by HS2 Ltd. to allow for local employment to be secured at the scale required.
- 2.2.3. Volume 1, Section 3 lists how and when engagement was undertaken on the design and assessment of the Proposed Scheme, and the Working Draft Environmental Statement (WDES), and parties involved in the process.

- 2.2.4. However, this section does not provide any specific detail of the main issues raised via consultation nor on how the main issues pertinent to the EIA have been considered.
- 2.2.5. Whilst some engagement has taken place with MCC and GM Partners since the WDES consultation, this has been limited and high level. MCC and the GM Partners have been disappointed at the detail provided and feel that further meaningful engagement is needed, particularly in terms of understanding the outcome of impact assessments and developing mitigation measures.
- 2.2.6. MCC and GM Partners reiterate the importance of a truly collaborative approach to the delivery of the HS2 proposals, particularly where there are major interfaces between schemes and developments. Failure to work effectively in a joined up, transparent manner will significantly increase cost, programme risk and disruption caused of the HS2 programme, and will impact on the ability of the scheme to provide a fully integrated solution which can fully deliver the benefits and opportunities anticipated.
- 2.2.7. MCC has welcomed the opportunity to engage with HS2, albeit this has been limited, to develop the design of the Proposed Scheme to ensure that it is integrated with the wider Manchester and Greater Manchester aspirations. However, there are a number of areas where proposals do not currently achieve this, as set out in our response to the WDES and other Phase 2b consultation responses.
- 2.2.8. MCC would request that HS2 demonstrate records to identify how/when stakeholders were approached or consulted directly. In addition, MCC would request that HS2 Ltd. provide an engagement strategy which details the ongoing strategy for engagement and consultation with the stakeholders, local communities and organisations / businesses impacted by the Proposed Scheme. This process is expected to be ongoing prior to the construction phase and during the construction works.

2.3. **Permanent Features**

- 2.3.1. The Permanent Features of the Proposed Scheme section sets out nine design principles, within the parameters of being cost effective and sustainable and respecting the operational and maintenance requirements of a high-speed railway. It also offers overview descriptions across different categories.
- 2.3.2. It is of significant note that only one of the nine design principles relates to *“the natural world”*, i.e., that the proposals should *“demonstrate a commitment to the natural world”*.

- 2.3.3. It should also be noted that the statements in this section are very generalised, making it difficult to provide specific comments. Key issues in this section include the following.
- 2.3.4. Reference is made to “The Green Corridor”, to reduce and compensate for the impacts of constructing the railway, including the creation of wildlife habitat, screened spaces, footpaths and bridleways, as well as additional funds to help stakeholders adjacent to the route to carry out green infrastructure projects. No specific details are provided in respect of the MCC area. MCC request that HS2 engage with MCC and other local partners to ensure that such additional funds are allocated to environmental projects of benefit to local communities.
- 2.3.5. HS2 state that relevant design standards and guidance will be considered during the detailed design stages. MCC seek confirmation from HS2 that they will rigorously apply current and future design standards and guidance, including for highway capacity and levels of operation, both during and following construction.
- 2.3.6. The heights, and therefore impact, of structures such as embankments and viaducts are under-stated, in that they are only measured to the top of the rail, and do not take into account the additional heights of overhead line equipment, telecommunications masts, noise fence barriers, or the trains themselves. MCC request confirmation from HS2 that their assessment of visual impacts has gauged the impacts arising from the full heights of the permanent installations rather than just the heights of viaducts and embankments.
- 2.3.7. This section describes how the quantity of surplus excavated material is not known at present, which casts doubt on the assessments for the traffic movements associated with its removal.
- 2.3.8. It is stated that land used only for construction purposes will be restored as agreed with the owner of the land and the relevant planning authority once the construction works are complete. MCC seeks clarification on who the “*relevant planning authority*” is, and clarity on whether they will have a role in conditioning or approving schemes to restore construction land.
- 2.3.9. The timing of compensation for, or replacement or enhancement of resources adversely affected during construction, such as habitat for wildlife species, needs to be carefully considered to avoid a detrimental impact on wildlife species. MCC requires confirmation from HS2 that necessary habitat replacement and creation is undertaken prior to disturbing sensitive habitats.
- 2.3.10. A description is given of how the design of stations will integrate with local development plans and strategies, but there is no indication that the traffic or pedestrian flows associated with such future strategies have been included within the assessments. MCC request clarification on this matter.

2.4. Construction of the Proposed Scheme

- 2.4.1. MCC sees the Code of Construction Practice (CoCP) as a cornerstone document to support minimising disruption during the delivery of the Proposed Scheme. MCC concerns regarding the CoCP are set out later in this document.
- 2.4.2. Engagement with MCC on the development of the Local Environmental Management Plans (LEMPs) in Manchester is essential. MCC would request that HS2 set out the quality management arrangements for LEMPs, in particular if there are areas that MCC feel a LEMP does not adequately address.

2.5. Environmental Impact Assessment

- 2.5.1. Section 7 of Volume 1 provides a staged overview of the EIA, with the aim of providing an objective and systematic account of the likely significant environmental effects of the Proposed Development and identify how these are used throughout the EIA.
- 2.5.2. It is noted that no further refinements to the scope and methodology since the publication of the working draft in 2018 have been made.
- 2.5.3. Further information and clarification are required on the following issues:
- If assessments were based on local policies and baseline information, and the extent to which stakeholders were engaged as part of the baseline gathering.
 - A breakdown of the Proposed Scheme, in addition to justification on why any phases of development are omitted.
 - The selection criteria for committed developments and the potential zone of influence chosen for individual topic chapters, and how any future developments will be considered, including the cut off point for further assessment for updating any cumulative assessment.
 - Information on the geographical scope of the cumulative assessment (route-wide or community area) i.e. whether topic sections include a cumulative assessment, and if those cumulative assessments include interactions between the Proposed Scheme and other projects. HS2 are requested to explain and justify where cumulative assessments are not undertaken in any topic section.
 - That where surveys have not been carried out, and assumptions used, that additional information and supplementary assessment in the form of a revised ES will be deposited to Parliament, further consultation is undertaken.

2.6. Scope and Methodology Summary for Environmental Topics & Approach to Mitigation & Monitoring

Agriculture, Forestry and Soils

2.6.1. Further clarification is required on:

- What business impacts are covered in this chapter and to what extent they are covered in other topics.
- Primary functions for soil other than for supporting food production (e.g., flood water attenuation and carbon storage)

Air Quality (AQ)

2.6.2. The AQ monitoring does not appear to have taken into account the GM Clean Air Plan (CAP), approved in July, within the assessment. MCC would request that justification is provided regarding the omission of the CAP monitoring data, and any further assessment should include the CAP monitoring data within any baseline review or modelling works where appropriate.

2.6.3. MCC would request details in relation to modelling of ventilation and intervention shafts (if required) within the stretch of tunnelled railway.

2.6.4. Whilst it is noted that electric locomotives will be used during the operational phase, no reference has been made regarding non-exhaust pollutant emissions. MCC would therefore request that emissions caused by sources such as braking and friction between wheels and the tracks, are considered within the assessment.

2.6.5. Design Manual for Road and Bridges (DMRB) guidance has been used to inform where further air quality assessment is required, rather than Institute of Air Quality Management (IAQM), as required in GM. DMRB guidance appears to be more conservative, and hence more extensive assessment may be required. E.g., this could result in an underestimation of affected roads, and therefore of potential impacts as a result of the Proposed Scheme. MCC request that HS2 Ltd. address the requirements of the locally required guidance.

2.6.6. The air quality assessment has included future year background concentrations sourced from DEFRA's background mapping database, for the construction year of 2025 and operational year of 2030 (background concentrations are not available beyond 2030). The use of these background concentrations does not represent worst-case predictions and may result in significant underpredictions of future concentrations. MCC would therefore request that HS2 Ltd. identify this as a significant limitation and consider appropriate mitigation for effects which may be considered more significant than assessed at this stage.

Mitigation:

- 2.6.7. Only permitted crushing, screening, concrete batching plant shall be used within compounds.
- 2.6.8. Mitigation will be implemented to ensure negligible impact of dust throughout the entirety of each phase of construction.
- 2.6.9. The CoCP states that exemptions will be sought by HS2 for plant and machinery that is not compliant with Greater Manchester's Clean Air Plan (CAP) and Clean Air Zone (CAZ), however, it should be noted that exemptions within the CAP and CAZ will be statutory, and thus additional exemptions cannot be applied for. All plant and machinery used within the construction phase of the development should be compliant with the CAP and CAZ.

Climate Change

- 2.6.10. A three-staged assessment was undertaken in relation to climate change, including Greenhouse Gas emissions, In-combination Climate Change Impacts and Climate Change Resilience. It is however not made clear whether similar methodologies for identifying effects was applied for the three assessments.
- 2.6.11. It is noted that de-construction is excluded from the assessment of Greenhouse Gases (GHG) which is understood given the long-life of the Proposed Scheme. However, further assumptions are required to identify any assets which may have a shorter timescale than the 120-year lifecycle assumed, e.g., if any assets are required to be demolished and replaced within the 120-year lifecycle or for the destruction of the rolling stock which is replaced every 30 years, and whether the GHG emissions associated with those have been taken into account.
- 2.6.12. MCC note that a cumulative assessment was not undertaken for the GHG section of the climate change assessment, and MCC requests that this assessment is either included or a justification for scoping this out be provided.
- 2.6.13. Employment estimates are for 6,060 FTE based at the proposed construction compounds and the travel associated with those is considered significant in respect to the potential GHG emissions. MCC would request that these are included in the lifecycle assessment. Areas of concern are compounds located in proximity to J6 of the M56 and Manchester city centre where transport related issues are identified to be the most significant. MCC would also request that HS2 justify the exclusion of plant transportation to and from construction compounds.

Mitigation:

- 2.6.14. MCC would expect the operational phase of the development to commit to the use of 100% green energy for HS2 assets.
- 2.6.15. MCC have welcomed for proposals for carbon capture and request clarification on the planting strategy in relation to planting timing and locations.

Community

- 2.6.16. A summary of the topic scope is provided in Volume 1. Given the high-level information provided, MCC's comments on the specific technical scope and methods are provided in detail in other sections of this report and are therefore not repeated here.

Mitigation:

- 2.6.17. Appropriate mitigation, compensation and support will be required for residents, businesses, and community groups whose properties are significantly impacted.
- 2.6.18. Support through an agency service to assist existing businesses to find suitable alternative premises should be offered to all impact businesses, and not just where HS2 Ltd. consider there to be 'sufficient demand'.
- 2.6.19. MCC request that HS2 Ltd. provide a Community Task Force established with a remit to specifically consider and address community issues, including the agreement of appropriate mitigation, compensation or re-provision of community services and facilities.
- 2.6.20. Where compulsory purchase is required, MCC expect a definitive commitment to providing a longer notice period than the minimum three-month period specified in the Bill to notify businesses who are to be displaced. A minimum 12-month notice period should be committed to.
- 2.6.21. Landowners and impacted business owners are being provided 3-hours access to funded, initial independent advice and signposted to services to assist their understanding of their rights to compensation and to recover costs associated to any such claims for compensation. This needs to be directly requested by the business / landowner to HS2 Ltd. More engagement and outreach should be provided to local businesses to make them aware of this support in a timely way

Ecology and Biodiversity

- 2.6.22. MCC expect HS2 to deliver smarter and bolder in relation to ecological mitigation. The UK Government has now made a [policy commitment](#) to aim to deliver a net gain in biodiversity on this phase of HS2.
- 2.6.23. MCC has key concerns including habitat loss, fragmentation, and isolation through land loss but also due to the duration of construction disruption.

- 2.6.24. The ES does not consider the importance of trees of note (for example significant numbers of highway trees will be affected in MA07/MA08) that are not veteran trees but are important landscape features.
- 2.6.25. MCC have concerns regarding the potential impacts during both construction and operation phases with reference to movement of non-native invasive species (such as Japanese Knotweed) being imported into Manchester from the rail network.

Mitigation:

- 2.6.26. MCC would like to see species action plans developed for supporting the delivery of the new Manchester Biodiversity Strategy and Nature Recovery Network.

Historic Environment

- 2.6.27. The impact on all Grade II Listed Buildings has been assessed as “moderate” rather than “high” significance. The result is the downgrading of impact, with a resulting lack of required mitigation. HS2 Ltd. must identify this as a significant limitation and consider appropriate mitigation for effects which may be considered more significant than assessed at this stage.
- 2.6.28. MCC are concerned with the lack of agreement regarding the baseline of affected designated and non-designated heritage assets with heritage stakeholders. As such, MCC have concern that a number of heritage assets have been missed from the assessment.
- 2.6.29. There is concern that not all areas required for construction have been adequately assessed due to access, particularly in more rural areas.
- 2.6.30. Non-designated heritage assets have been identified on some but omitted from others. This inconsistency provides an opportunity for error in assessment. MCC would request that HS2 Ltd. provide reasoning for this.

Electromagnetic Interference

- 2.6.31. The scope and methodology of the electromagnetic interference (EMI) assessment is based on desktop modelling, therefore MCC would request that real-world baseline and post-construction/operational surveys are undertaken at dwellings/receptor sites closest to the route of the Proposed Scheme to verify the desktop modelling of electromagnetic field (EMF) emissions undertaken for the ES.
- 2.6.32. Tower cranes can cause temporary interference to TV reception during the construction phase. The locations where this could occur should be identified and highlighted. Interference zones determined by direction of signal transmission (for terrestrial and satellite TV) should also be outlined.

Land Quality

- 2.6.33. Please see the comments in the construction section on-site investigations, the temporary railhead and noise control embankments. This can be found in the code of construction practice section – 8.2.4.

Mitigation:

- 2.6.34. MCC expect that detailed remediation strategies/options appraisals will be produced by HS2 following site investigation works to determine the most appropriate remedial technique.

Landscape and Visual

- 2.6.35. The ES does not describe how, post completion, the landscape elements of the construction areas will be reinstated as part of the mitigation.

Major Accidents and Disasters

- 2.6.36. All identified risk events and all mitigation is included, but given the lack of detail, context, timeframes, and stakeholders, there is no assurance that these measures will be implemented appropriately and that stakeholders will have sufficient oversight of these proceedings.

Socio-economics

- 2.6.37. The ES assumes that 88% of the business occupiers displaced by the scheme will successfully relocate to alternative locations and no employment will be lost, while the other 12% of occupiers will close rather than relocate. It is noted that this assumption was based on the research into the relocation of companies and jobs on account of the London 2012 Olympic Games. The London-based case study does not represent an appropriate base case for the Crewe to Manchester route, and this should be reassessed.

2.6.38. Mitigation:

- 2.6.39. It is acknowledged that a significant number of facilities, businesses and properties are identified as being required to be demolished at a route-wide level. MCC would expect the detailed design to limit the loss of property as far as possible.

- 2.6.40. MCC would wish to seek financial compensation for the loss of any part of its business rate income caused by the development of the HS2 route within the city that has been demonstrated to cause businesses to fail or had a significant impact on their income. It is not expected that MCC should bear the financial consequences to the detriment of its residents and businesses.

- 2.6.41. MCC would request that HS2 Ltd. identify the percentage of the potential employment opportunities to be required at a local level to determine the

potential impacts on the current supply chain. MCC would wish to work with HS2 Ltd. to establish a brokerage and skills support approach for equipping the needs of HS2 during the construction and operational stages, to enable maximum advantage to local residents.

Sound, Noise & Vibration

- 2.6.42. It is considered that the transitory nature of works does not justify the scoping out of vibratory rollers or pneumatic breakers, particularly given the duration of these works, which we anticipate could start during the first phase of construction works and continue intermittently throughout the works.
- 2.6.43. Paragraph 8.14.28 (Vol 1, Page 204) makes mention of diesel-powered specialist engineering trains undertaking maintenance from 00:00-05:00. It is assumed that the trains will be operated so that any adverse noise levels are no greater than for night-time passenger services. While it is understood a full assessment of these vehicles may not be possible at this time, MCC considers it insufficient to assume the vehicles will not exceed these limits without any evidence, given the sensitivity of operational hours.

Mitigation:

- 2.6.44. It is currently unclear whether additional mitigation is proposed (outside of the embedded mitigation incorporated into the design). There is also no assessment on the residual impacts, and as such it is unclear how effective any proposed mitigation is.
- 2.6.45. More narrative would be beneficial to understand how the benefits per mitigation type are balanced across the various disciplines (i.e. what are the main determining factors when prescribing mitigation?).
- 2.6.46. MCC questions the proposed timetable for the selection and dissemination of information regarding mitigation measures to relevant Local Authorities.
- 2.6.47. MCC would welcome an explanation of the justification for the screening out of potential noise impacts associated with operational road traffic. It appears that changes to the road layout are considered but it is not clear whether the assessment includes operational phase traffic associated with the Proposed Scheme (if required).
- 2.6.48. The ES states that during construction and operational phases, noise and/or vibration monitoring shall be attached to moving vehicles. MCC do not believe that this will be useful in determining potential environmental noise and vibration impacts given the significant uncertainty regarding environmental conditions and from a noise environment surrounding a moving source.
- 2.6.49. An assumption is made that in practice, noise barriers may differ from the general performance assumption, while maintaining the required acoustic

performance. Clarity is needed on the method used to ensure variations on general assumptions remain valid.

- 2.6.50. MCC would welcome the justification for day-time and night-time noise trigger levels used, as well as the 20 times per night metric, as these do not appear to correspond to guidance outlined within 'The Noise Insulation (Railways and Other Guided Transport Systems) Regulations 1996', as stated in the ES.
- 2.6.51. It is noted that the draft CoCP provides provisions for rehoming, noise insulation and/or compensation to minimise impacts from noise due to construction. While this is welcomed by MCC, it is requested that a scheme of works is drafted as a priority, for meeting noise insulation requirements.

Traffic and Transport

- 2.6.52. MCC have no comments in relation to the scope and methodology summary provided in Volume 1, as the specific impacts of traffic and transport are considered in more detail in other sections.

Mitigation:

- 2.6.53. Mitigation for construction and operational traffic is not sufficient – the methodology used is too simplistic and doesn't sufficiently recognise the scale of the impact and consequently doesn't identify suitable measures.
- 2.6.54. Beyond provision of junction improvements to provide direct access to the stations, HS2 have not proposed any mitigation for locations where they have identified the Proposed Scheme will have impacts on traffic flows and bus delays on the wider road network.

Waste and Material Resources

- 2.6.55. Waste and Materials Resources are considered as a route wide effect with no consideration given to individual areas. The assessment considers the impact of the off-site disposal of solid waste to landfill. However, MCC request further information as to why a similar assessment has not been undertaken for treatment capacity.
- 2.6.56. There is no consideration of the practicalities and realities of the movement of waste as it is unlikely waste will be disposed at a significant distance from the place of production.
- 2.6.57. The ES suggests that it is the responsibility of Waste Planning Authorities to provide sufficient waste infrastructure and future capacity. Further detail and engagement on this with Waste Planning Authorities is necessary.
- 2.6.58. The statement that "*The disposal of 10,000,000 tonnes per annum of inert waste represents approximately 100% of the total inert landfill capacity in the Northwest region*" is a significant concern. MCC would request more

information on estimated levels of inert waste over the lifetime of the project to allow Waste Planning Authorities to understand capacity requirements.

Mitigation:

- 2.6.59. Mitigation for the impacts identified within the document are for the sustainable use of materials and reuse within the wider works. Whilst there are references to the circular economy and the waste hierarchy, there are no commitments to targets for diversion from landfill other than that they will be explored through detailed design. This is considered insufficient.

Water Resources and Flood Risk

- 2.6.60. Construction monitoring does not outline the approach to managing flood events during construction for both the site and off-site impacts. MCC would request that HS2 Ltd. provide reasoning for this.
- 2.6.61. Climate change has been assessed based on February 2016 guidance. Guidance has been revised twice since this time which will now be more representative of catchment characteristics, and this needs to be addressed.

Mitigation:

- 2.6.62. Application of the Higher (H++) climate change allowance within hydraulic modelling for the stage is deemed appropriate. However, at the detailed stage, it would be expected that a wider suite of return periods is modelled using the Central allowance so exceedance events and less frequent flood events can be better understood for designs.
- 2.6.63. The process to determine appropriate options to manage watercourse diversions or the routing above or below the new line appears to be inconsistent. A clear understanding and rationale of how options have been selected and discounted is required to demonstrate that a sequential and consistent approach has been taken is required.
- 2.6.64. Surface water flood risks have not been taken into account at this stage. A detailed understanding of surface water risks, flow routes and new risks created by the line will require a detailed assessment at the next stage.

2.7. Strategic, route-wide and route corridor alternatives

- 2.7.1. Volume 1, Section 10, sets out the alternatives considered during the development of the Proposed Scheme, under four categories - strategic alternatives, route wide rail alternatives, route corridor alternatives and local alternatives. However, the Alternatives Report does not provide sufficient detail to describe or allow consideration of the alternatives sifting and decision-making process, nor does it seek any ES consultation response.

- 2.7.2. From the evidence provided, it appears that the latest proposals do not always represent the best option as derived from the sifting process. The report does not invite comment from consultees, and it seems that the decisions have been taken on an inconsistent basis.
- 2.7.3. For example, in relation to traffic around M56 Junction 6, HS2 acknowledge that the traffic volumes upon which they based their decision making on access to the Airport Station were only one third of the actual traffic forecast, yet the original decision has been retained. MCC require that adequate modelling be shared to demonstrate the adequacy of the proposals and to confirm the validity of the decision making on alternatives.

High Speed Rail (Crewe to Manchester) – Phase 2b

Environmental Statement

Chapter 2

MCC Comments on Volume 2: MA06 (Hulseheath to Manchester Airport) community area report and map books

3. MCC Comments on Volume 2: MA06 (Hulseheath to Manchester Airport) community area report and map books

3.1. Introduction

- 3.1.1. This is an area of land between the River Bollin and the M56, as well as the westbound carriageway of the M56 in the City Council's boundary.
- 3.1.2. Proposed work includes: a viaduct over the River Bollin a balancing pond for railway drainage; an embankment, a cutting at Halebank, closure and realignment of Sunbank Lane and other footpaths; a box tunnel under the M56, the redesign of M56 Junction 6 and improvements to the existing road network around the proposed Airport Station.
- 3.1.3. It includes a four platform Airport HS2 Station and associated access, servicing, and parking. These lie within Trafford Council's administrative boundary, although the proposal impacts on both Manchester and Trafford Council areas.
- 3.1.4. In this area, the scheme will provide a connection between HS2 and a future NPR route between Manchester and Liverpool via the Manchester Airport High Speed station. Manchester Airport is located to the south-east of the proposed HS2 Station at Manchester Airport.

3.2. Agriculture, Forestry and Soils

- 3.2.1. MCC have no comments on this section in MA06.

3.3. Air Quality

- 3.3.1. Two 'slight' adverse, not significant, impacts are predicted during the construction phase traffic assessment.
- 3.3.2. MCC require HS2 to undertake further review and assessment prior to any works, to inform an Air Quality Action Plan outlining all mitigation measures as required.

3.4. Community & Construction Impact

- 3.4.1. The Ringway area will experience significant and prolonged amenity, environmental and traffic disruption impacts associate with their proximity to the proposed route, as well as multiple construction compounds in the area and road closures. MCC require HS2 to provide greater details of mitigation for construction activity across these areas, alongside early notification of residents for any disruption to be caused. This should include permanent landscaping with acoustic barriers offered to the properties closest to the construction activity. Noise Insulation is proposed for residents at Sunbank Lane such as additional glazing to windows glazing.

- 3.4.2. In addition, the impact of the Sunbank Lane satellite compound on the Ringway community has not been appropriately and fully mitigated for, both in terms of impacts upon their amenity and in respect of visual impacts.
- 3.4.3. The loss of five residential properties and permanent impacts upon the amenity of 10 further residential properties will occur in Ringways, Sunbank Lane.
- 3.4.4. Major highway works at M56 Junction 6 would be expected to cause significant traffic impacts, and this needs to be mitigated.
- 3.4.5. The M56 East Satellite Compound, Manchester Airport High Speed Station North and South Satellite compounds and the Manchester Airport High Speed Station Main Compound will each be accessed via the A538 creating substantial traffic disruption, which again must be mitigated.
- 3.4.6. A number of public footpath closures and diversions would be required, affecting footpaths in Ringway. HS2 need to provide replacement footpath routes where existing routes would be impacted.
- 3.4.7. The closure of Sunbank Lane is not acceptable given the duration (6yrs 3 months) and 2.8km increase in journey distance for the alternative route. MCC requests that HS2 re-assess proposed diversions and consider providing a route adjacent to the construction route which would provide direct access for pedestrians.
- 3.4.8. The cycle facilities at the New Airport Access junction are not provided to current standards.

3.5. Ecology and Biodiversity

- 3.5.1. MCC note the impact on the River Bollin in Manchester. MCC require HS2 Ltd. to ensure protection and enhancement of key strategic green infrastructure assets.
- 3.5.2. Ponds located within MA06 will be permanently lost. Mitigation plans do not show the creation of the 2 for 1 pond replacement policy.
- 3.5.3. Native woodland planting should include ground flora not just saplings.
- 3.5.4. MCC note that within MA06 it is proposed to create 5.2ha of species rich and marshy grassland in response to the loss of grassland in three locations: south of Ashlar, east of the River Bollin and south of Davenport Green Wood.
- 3.5.5. MCC note there will be a high loss of hedgerow resulting in a permanent adverse residual effect.
- 3.5.6. Bats of regional importance have been identified within MA06. Loss of foraging habitat for the bats will be addressed by the provision of hedgerows. Given the

high loss of hedgerows in the area and the lack of compensation for these losses, it is unclear whether compensation provided will be sufficient.

- 3.5.7. The impact on the arm of Sunbank Wood Site of Biological Importance (SBI) is unclear. As well as the direct loss of habitat the arm could be permanently isolated from the rest of Sunbank Wood. This is due to the transition from viaduct to embankment, which occurs directly in the woodland. HS2 have given no consideration to the impacts during the construction period.
- 3.5.8. It is not clear once construction is completed how connected the woodland near Chapel Lane SBI/Hennersley Bank AWI will be to Sunbank Wood SBI. While HS2 crosses the Bollin on a viaduct, the route appears to become an embankment at the location of the arm of Sunbank Wood.

3.6. Health

- 3.6.1. MCC welcome the presence of a High-Speed station providing employment opportunities with direct operational employment and training at Manchester Airport.
- 3.6.2. However, HS2 Lt. have not provided adequate mitigation for all health-related impacts. MCC require HS2 to provide appropriate mitigation for loss of any community facility.
- 3.6.3. Safe cycle routes are not in place to take cyclists all the way to the proposed cycle parking at the HS2 Manchester Airport station. MCC require HS2 Ltd. to ensure protected cycle routes continue fully into the proposed cycle parking. HS2 Ltd. should also ensure that cycle parking is undercover, closest to the station/platforms, easy to find, and include a direct, undercover route to the station concourse and storage and changing facilities.
- 3.6.4. MCC has concern that demolition of residential properties and relocation of residents could potentially reduce the beneficial health and social networks gained through social contact around Sunbank lane.
- 3.6.5. The increase in HGV traffic and changes to the noise & visual environment will lead to reduced levels of satisfaction with the local environment.

3.7. Historic Environment

- 3.7.1. The ES does not detail the noise and vibration mitigation, and therefore, an assessment on the impact on historic landscape has not been carried out.
- 3.7.2. MCC require HS2 Ltd. to undertake further analysis of the River Bollin East Viaduct as a requirement.

3.8. Land Quality

- 3.8.1. MCC understand that potentially contaminated spoil from the tunnelling process is likely to be stored and processed at South Manchester Portal Tunnelling Compound. HS2 Ltd. need to make clear how these soils will be transported and managed.

3.9. **Landscape and Visual**

- 3.9.1. There is insufficient information about vegetation lost due to construction. The land potentially required for construction covers a broad area and there is no indication of trees, some of which are ancient woodland, hedgerows and grassland lost.
- 3.9.2. MCC disagree with the effect upon the landscape of the River Bollin Broad Urban Fringe. HS2 will cross via the River Bollin East Viaduct and carve a large cutting through the area. MCC are concerned that the findings are understated and are likely to be significant. As a result, the River Bollin Broad Urban Fringe should have been considered in more detail.
- 3.9.3. The viewpoint from Yew Tree House on Sunbank Lane requires that HS2 provide landscape works in the vicinity of the new turning access adjacent to proposed balancing pond off Sunbank Lane to the west of Yewtree House, close to FP13.
- 3.9.4. Viewpoint from Sunbank Lane by Keepers Cottage requires that HS2 should ensure that the large compound areas to north (adjacent to Yew Tree House) are to be reinstated with hedgerows, trees and pastoral fields.
- 3.9.5. The Manchester Tunnel South Portal Main Compound will result in the loss of extensive areas of scrub, trees, hedgerows, rough grassland and an extensive, informal network of footpaths. MCC require HS2 to increase the proposed depth/quantity of planting adjacent to the tunnel portal and associated pumping station and storage tank.

3.10. **Socio-economics**

- 3.10.1. MCC require that HS2 Ltd. consider using the Census 2021 datasets for any strategies prepared after April 2022 to ensure that the latest information is used.
- 3.10.2. Approximately 1,480 FTE staff will be required within MA06 during the construction phase. MCC require that HS2 Ltd. work with local partners on a recruitment strategy to ensure as many as possible are locally employed. MCC further request that HS2 Ltd. identify the potential impacts on the current supply chain.
- 3.10.3. The Holiday Inn Express at Manchester Airport is dependent on its prominent location adjacent to the Airport and the M56, along with its customer parking provision, however the sensitivity of the hotel is considered to be medium. The

Holiday Inn Express should be the same sensitivity level as the Manchester Airport during the construction phase.

- 3.10.4. 320 jobs are expected to be displaced or lost as a direct result of the HS2 scheme. This is considered by HS2 to be minor in the context of the total number of people employed in the area. The businesses impacted should be compensated along with MCC for loss of business rates.

3.11. **Sound, Noise and Vibration**

- 3.11.1. Piling may be required and is expected to be a significant source of noise and vibration around the Airport Station.
- 3.11.2. It is not currently clear how construction impact criteria are being applied. Businesses / residents could experience major impacts for extended periods but are not eligible for noise insulation. Some of the works near to these receptors will be ongoing for 40-50 months.
- 3.11.3. Noise Levels at Keepers Cottage, Thorley Lane and Ringway are predicted to exceed daytime triggers, however no mitigation measures are proposed.

3.12. **Traffic and Transport**

- 3.12.1. The scale of the junction and highway infrastructure for Manchester Airport is not appropriate. HS2 should ensure that the highway infrastructure around Manchester Airport is fit for purpose.
- 3.12.2. HS2's traffic modelling assessment at the airport does not consider the cumulative effects of development around the area for HS2 and future NPR traffic demand. It is, therefore, considered that the HS2 proposals to deliver only an upgrade to M56 J6 is not adequate and will require subsequent further works that will be highly disruptive to the operation of the HS2 station and surrounding Strategic Road Network.
- 3.12.3. All highway improvements and mitigations must be supported by robust highway modelling, and this is currently not the case
- 3.12.4. There is no evidence of a M56 and M60 link assessment. This section of the motorway around M56 J6 already suffers from insufficient capacity.
- 3.12.5. The proximity of the HS2 alignment to M56 J6, and the proposed design for the 'operational' junction layout, highly constrain the ability to increase road capacity should it be required in the future.
- 3.12.6. The M56 tunnel requires the existing M56 to be diverted onto a temporary alignment and then switched back to its original alignment at the end of construction. This will cause 4+ years of disruption to a critical part of the strategic motorway network. HS2 need to justify this against the alternative of building a new alignment for the M56 'offline' to minimise disruption.

- 3.12.7. The proposed access to the HS2 Manchester Airport station diverts the A538 into a gyratory. This lengthens journey times for all vehicles including buses.
- 3.12.8. The HS2 provision for cycle parking (300 spaces) at Airport Station is inadequate (Cambridge station has 2,800 spaces) and does not support active travel policy objectives. There is no distinction in the type of parking (i.e., long stay vs short stay and adapted cycle parking for disabled cyclists is not provided. The closure of Sunbank Lane overbridge will cause a reduction in active travel due to removal of the M56 bridge.
- 3.12.9. MCC are concerned that logistic movements have not been considered on Sunbank Lane. It is not clear if the businesses (DHL, Amazon etc) in that area have been engaged. Traffic management in the area at peak seasonal times can already be challenging.
- 3.12.10. Some local roads, such as Thorley Lane and Mill Lane are not considered suitable for construction traffic.
- 3.12.11. There is a major utilities connection required from Styal Road to the Airport HS2 Station along significant highway network lengths. HS2 Ltd. have provided no details of the impact of this and how traffic will be managed.
- 3.12.12. The access and integration of bus facilities at the HS2 Manchester Airport station is insufficient. Onward bus connectivity is vital from the Manchester Airport station if national and regional (GM 2040) policy objectives on sustainability are to be met.
- 3.12.13. The impact of not having a Metrolink connection at the HS2 Manchester Airport station from Day 1 of the operation has not been considered. The proposal to use shuttle buses from the HS2 station to the Airport terminals in advance of Metrolink will cause further traffic congestion and air quality impacts.
- 3.12.14. The amount of car parking at the HS2 Manchester Airport station is excessive (3,800 spaces) and will encourage use of private vehicles.
- 3.12.15. There is no mention of accessible parking provision at the Airport station. This should be at least 5% of all spaces. Similarly, there is no electric vehicle parking identified. At least 10% of all parking spaces should be provided with EV charging provision. No Motorcycle parking provision has been made. MCC require adequate provision for all the user types mentioned in HS2 parking designs.

3.13. **Waste and Material Resources**

- 3.13.1. The Waste and Material Resources chapter does not include an assessment of individual community areas. There has been no consideration of the proposals against waste policies included in authority area local plan's or of local waste infrastructure capacity.

3.14. **Water Resource and Flood Risk**

- 3.14.1. MCC require further details with respect to the proposed tunnel dewatering at the Fairywell Brook and its impacts downstream.
- 3.14.2. The syphons proposed within the area are not a favourable solution to the management of the watercourses as they have the potential for high maintenance burdens and blockage, and it is not clear who the final maintainer would be.
- 3.14.3. Given the importance of the flows within the Timperley Brook for discharge of surface water from Manchester Airport, MCC recommend a gauging station to calibrate future hydrology assessments.
- 3.14.4. There is concern regarding the hydraulic efficiency of the M56 culvert which joins the Timperley Brook via the inverted syphon as well as the rationale for locating this at a 90-degree angle.
- 3.14.5. A spring which feeds into the Timperley Brook appears to be lost during construction and no mitigatory measures are put in place.

3.15. **Conclusion**

- 3.15.1. The information provided to date does not allow for environmental effects or the adequacy of any proposed mitigation in the MA08 (Manchester Piccadilly station) Community Area to be determined. MCC will require HS2 Ltd. to address all concerns raised in respect to the ES..



High Speed Rail (Crewe to Manchester) – Phase 2b

Environmental Statement

Chapter 3

MCC Comments on Volume 2: MA07 (Davenport Green to Ardwick) community area report and map books

4. MCC comments on Volume 2 – MA07 (Davenport Green to Ardwick) community area report and map books

4.1. Introduction

- 4.1.1. This section is 13.4km long, of which 12.8km is in tunnel under the wards of Ardwick, Longsight, Rusholme, Withington, Didsbury West, Didsbury East, Northenden and Baguley. 573m of the route is in cutting at Ardwick.
- 4.1.2. There are several permanent physical features associated with the tunnelled section of the route. These includes four ventilation (vent) shafts/headhouses proposed at: Altrincham Road/M56 junction 3a (Northenden Ward) (vent shaft 1); Withington Golf Course, Palatine Road (Didsbury West) (vent shaft 2); The Christie Car Park D, Wilmslow Road (Didsbury East/boundary with Didsbury West) (vent shaft 3); and Fallowfield Retail Park, Birchfield Road (Rusholme) (vent shaft 4).
- 4.1.3. The vent shafts and headhouses would be approximately 25m x 43-54 wide and 6m high. Each vent shaft will have a construction compound and there will be additional auto transformer stations at Palatine Road and Birchfields Road.
- 4.1.4. At the Ardwick end there would be a 'porous portal' (a perforated structure at the tunnel entrance, designed to allow the passage of air from the tunnel) with a head house substation and a tunnel portal building.

4.2. Agriculture, Forestry and Soils

- 4.2.1. This area is urban/suburban in nature and has been scoped out of the ES.

4.3. Air Quality

- 4.3.1. MCC are concerned that HS2's model verification tables are underpredicting results of carbon monoxide and nitric oxide (NOX/NO2) concentrations, due to the failure to apply required adjustment factors, and we will require further justification to fully understand the predictions caused by the implementation of the Proposed Scheme.
- 4.3.2. The permanent loss of part of the car parks for The Christie Hospital and Fallowfield Retail Park (including the 'Park & Stride' spaces for nearby schools) has not been considered within the assessment. MCC consider that a further assessment should include the effects of potential vehicle displacement to nearby residential streets and/or alternative car parks and, if necessary, resources should be provided for the creation/promotion of alternative modes of travel and additional mitigation may be required to offset any adverse impacts on air quality and safety.

- 4.3.3. MCC require HS2 to undertake further review and assessment prior to any works, to inform an Air Quality Action Plan outlining all mitigation measures as required.

4.4. **Community**

- 4.4.1. It is acknowledged that several residential properties (4), commercial properties (31) and other buildings/structures, are identified by HS2 Ltd. as being required to be demolished in MA07. As with other community areas, MCC expect the detailed design to avoid or limit the loss of property, as far as possible, and to ensure that adequate and timely engagement and support is provided to the affected residents, businesses and organisations, including any mitigation or alternative.
- 4.4.2. The proposed vent shaft, headhouse and auto-transformer station at Palatine Road will have a significant impact upon Withington Golf Club, including its future viability. MCC expect that further engagement and specialist support will be provided by HS2 Ltd. to the golf club to ensure that a viable solution is found which will preserve the future viability of the club facility. Further work and engagement with MCC by HS2 Ltd. to establish suitable design proposals is required.
- 4.4.3. The Wilmslow Road vent shaft will result in the loss of 135 parking spaces at the Christie Hospital, as well as of 3 properties which provide ground floor commercial units with residential accommodation above. MCC require the layout for the headhouse design to be designed to retain as much car parking as possible; to avoid the need to demolish homes/businesses in this area; and to avoid the need for the removal of mature trees on Wilmslow Road. The design should also be in keeping with the character of the area. Further engagement with the hospital and MCC is required to establish suitable mitigation and a re-provision strategy for the loss of parking spaces (including accessible parking provision) and to establish suitable design proposals for the above surface landscaping and headhouse. MCC will also require HS2 Ltd. to work closely with businesses regarding relocation and seek to mitigate the loss of jobs
- 4.4.4. MCC consider that the Birchfields Road vent shaft will have significant implications for businesses at the Fallowfield Retail Park and the local community and require a less sensitive alternative location for the Birchfields Road vent shaft. The loss of land at the retail park will result in business closures, job losses and the loss of valued community retail services. The use of this location would also cause significant amenity, noise disruption and traffic impacts for both local residents and the directly neighbouring Birchfields Primary School. The car park is used by parents to drop off children at the primary school and Manchester Enterprise Academy (MEA Central).
- 4.4.5. If, ultimately, land at the retail park is to be required, the construction period and plans for the vent headhouse must be managed to limit impact upon the

operations of the retained businesses as well as the neighbouring schools and residents, including provision of appropriate noise mitigation measures. Replacement arrangements should be identified to allow for the continuation of the 'park and stride' school drop off scheme.

4.5. Construction Management

- 4.5.1. Moderate contamination risks have been identified by HS2 in Ardwick (although these may be high if significant contamination is found, due to the former gas works on site). Lower risks are identified in relation to the vent shafts, but contamination could still be present. Site Investigations are required prior to construction, to determine if any remediation is required, and then for detailed remediation at all construction areas.
- 4.5.2. Regarding noise impacts assessed by HS2, daytime construction hours are proposed for the Birchfields vent shaft, but night-time construction hours are proposed for the Withington vent shaft. There is an inconsistent approach to construction in these high-density residential areas. HS2 Ltd. should review working hours in areas of high population density to ensure a consistent approach is taken and agree a bespoke approach in consultation with MCC.
- 4.5.3. There are expected to be vibration impacts during construction at the Christie Hospital. The Tunnelling Boring Machine (TBM) is expected to have significant effect on the use of the proposed MRI scanner at the Christie for 25-30 days. A specific Vibration Risk Assessment has been undertaken after liaison with the Christie but concludes that HS2 Ltd. will liaise with the Christie further. MCC request information on whether any further assessment is proposed and exactly what equipment will be affected.
- 4.5.4. There is a major 24/7 haul route between the tunnel portal and Ashley Railhead for removal of tunnel spoil – the route of this has not yet been ascertained so concerns exist around suitability, hours of operation, impact on residents and alternative routes in the event of incidents. HS2 Ltd. should identify the route and provide proper construction management, traffic modelling and mitigation, all of which should be correctly identified and assessed in the ES.

4.6. Ecology and Biodiversity

- 4.6.1. MCC consider that insufficient information has been provided regarding the impacts that an increase in nitrogen deposition will have on the Special Areas of Conservation (SAC), Sites of Special Scientific Interest (SSSI) and Sites of Biological Importance (SBI) located within MA07. Changes in traffic movements on roads near to the Rochdale Canal SAC will increase nitrogen deposition, which could result in adverse effects on floating water-plantation. Due to the lack of information, it is concluded that there may be an adverse effect on the SAC that is significant at the international level. This missing

- information should have been presented within the ES and it is therefore requested that HS2 complete necessary assessments to provide this data.
- 4.6.2. MCC consider that the scheme does not take in to account the importance of individual street and highway trees of note that are not veteran trees but are important landscape features. MCC expects there to be a full Capital Asset Value for Amenity Trees (CAVAT) assessment conducted on all trees of note to ensure that a full understanding of the ecosystem is captured and an appreciation of their value and function is considered when determining mitigation. Mitigation planting should be proposed by HS2 Ltd. in consultation and agreement with MCC at the appropriate stage.
 - 4.6.3. Four mature street trees are located on Wilmslow Road. HS2 must ensure that these trees are protected during the construction phase of the development with root protection areas put in place.
 - 4.6.4. MCC consider that landscaping and habitat improvement plans around the South Portal should include improvements to Fairywell Brook, Open Space and Woodland in the MCC District.
 - 4.6.5. MCC consider that there has been missed opportunities for habitat enhancements and improvements at vent shaft locations. HS2 Ltd. should explore habitat enhancement opportunities further in consultation with MCC.
 - 4.6.6. MC expect that vent shaft landscaping will consider climate resilient and wildlife friendly nature-based solutions within their developments, for example, the use of rain gardens and permeable surfacing. MCC expect that suitable screening and green wall / green roof opportunities will be considered on all headhouse and vent shaft locations. It is expected that the final detailed design on these matters would be consulted upon by HS2 Ltd. and agreed with MCC.
 - 4.6.7. In the Palatine Road area, MCC request that HS2 Ltd. ensure that all areas of woodland creation also benefit from suitable planting of woodland wildflower assemblages that will be integrated fully into the wider Mersey Valley.
 - 4.6.8. Within the MA07 area, there are several properties, structures and trees which require demolition or removal. However, only 22 properties have been subject to initial inspection for bat roosts or bat roost potential, and this needs to be addressed and agreed in consultation with GMEU and MCC and implemented prior to demolition or removal of said properties, structures, and trees.
 - 4.6.9. HS2 Ltd. should make appropriate provision to compensate for the loss of habitats for the assemblages of bats of regional importance identified within MA07, including an additional exploration of hedgerow creation opportunities.
 - 4.6.10. A potential area of Open Mosaic Habitat has been identified in the Ardwick area. No survey has been undertaken but it is described as being up to "district

/ borough value". Given that this habitat is one of principal importance MCC would consider its value to be higher than district/ borough level. It is recommended that a habitat survey is completed on this area to identify the habitat type present and categorise its value so that appropriate mitigation and/or compensation can be proposed and implemented by HS2 in consultation with MCC.

- 4.6.11. The loss of hedgerows in MA07 is described as being significant at a local/parish level. Since this includes the loss of native species-rich hedgerows, this is an underestimation of the value of the hedgerows. Mitigation planned should relate to this level of significance and appropriate mitigation and/or compensation should be proposed and implemented by HS2 Ltd. in consultation with MCC.

4.7. Health

- 4.7.1. MCC are concerned about the increase in HGV traffic and changes to the noise and visual environment caused during construction in various locations in this community area (MA07), which will lead to reduced levels of satisfaction with the local environment, including at Wilmslow Road, Moseley Road, Old Hall Lane, Kingsway and Birchfields Road.
- 4.7.2. Little detail is provided on mitigation measures other than compliance with the CoCP and HS2 Ltd. engaging with local authorities and community representatives to identify measures aimed at fostering and maintaining good relationships between the workforce and local communities. Such measures should be further developed by HS2 Ltd., in consultation with MCC, and included within the community engagement framework, as appropriate.
- 4.7.3. MCC are concerned that the presence of a significant construction workforce on worksites and at satellite compounds (i.e., Altrincham Road vent shaft, Palatine Road vent shaft, Wilmslow Road vent shaft, Birchfield Road vent shaft, Manchester Tunnel north portal, Manchester tunnel north portal main compound) leading to the presence of workers in local community facilities. Little detail is provided on mitigation measures other than compliance with the CoCP. Again, measures should be further developed by HS2 Ltd., in consultation with MCC, and included within the community engagement framework.
- 4.7.4. Construction of the Proposed Scheme intersecting public rights of way (PRoW) leading to changes in the amenity value of PRoW, increased distance due to diversions, and introduction of features such as footbridges and underpasses, deterring the use of PRoW for active travel and recreation. The statements suggest that the adverse effects on health are small and temporary and does not identify other mitigations. MCC are concerned that the lack of mitigation proposed and suggest HS2 reconsider mitigation at local levels in consultation with MCC.

- 4.7.5. The presence of construction traffic, including HGVs on local roads will result in amenity impacts and safety concerns, deterring the use of local roads by non-motorised users. Further mitigation measures need to be developed by HS2 Ltd, in consultation with MCC.

4.8. **Historic Environment**

- 4.8.1. Further research should be undertaken by HS2 Ltd. to understand which Conservation Areas in this community area (MA07) qualify as being of 'high significance', as this may change the overall significance of effect rating. HS2 Ltd. have currently assessed Conservation Areas as 'medium significance'. Equally, many non-designated heritage assets have been identified as being of 'low' significance (with some exceptions). MCC disagree with the conclusions regarding the Withington Conservation Area and the Northenden Conservation Area, where disturbance would have a considerable impact. This is not reflected in the 'neutral' impact given. HS2 Ltd. should reconsider their findings and potential mitigation in consultation with MCC.
- 4.8.2. In instances where there is some unknown potential for archaeological interest, the degree of significance is yet to be identified. This requires further investigation by HS2 Ltd. and consultation with MCC & GMAAS.
- 4.8.3. There is no justification for the removal of the Grade II listed Milestone adjacent to Withington Fire Station for temporary works / land required for construction. The repositioning of the asset to a different location would completely erode the integrity of the asset and absolutely undermine its purpose and, thus, significance. Options for retention should be further explored by HS2 Ltd. in consultation with MCC.
- 4.8.4. No justification is offered by HS2, nor alternatives explored, to avoid the total loss of numerous non-designated heritage Assets (principally located in the Ardwick area). Recording can provide mitigation to some extent but should not be the first point of call.
- 4.8.5. There is concern around the potential for movement around the collection of Listed Buildings to Ladybarn Road. This should be monitored by HS2 Ltd. during the construction and operational phases to identify and record threats to integrity of the structures and their setting.
- 4.8.6. The installation of the overground station and associated viaducts will result in considerable, irrevocable loss of a great deal of non-designated heritage assets in the Ardwick (as well as Piccadilly) area. All reasonable options which would avoid the permanent loss of these assets should be further explored and consulted on with MCC. Further, MCC have high concerns over potential non-designated heritage assets which are yet to be identified. HS2 Ltd. should robustly demonstrate that measures would be in place to identify and then appropriately consider further mitigation as works commence, in consultation with MCC.

4.8.7. Where loss of heritage assets cannot be demonstrably avoided, building records should be undertaken by a qualified conservation specialist in line with Historic England's Guidance on building recording (Level 3 minimum for non-designated heritage assets - Level 4 for Listed Buildings).

4.9. **Land Quality**

4.9.1. MCC expects that the analysis of contaminated land data for HS2 Ltd. within Manchester to be provided as soon as it is available in order for it to be reviewed and assessed, which will in turn determine the need for mitigation (if any). MCC require HS2 to provide confirmation on the current mechanisms/agreements in place to ensure appropriate consultation takes place throughout each stage of this process.

4.9.2. MCC request a bespoke focussed strategy on how site investigations/land surveys will be undertaken within potentially contaminated areas within the tunnelled section of the Proposed Scheme specifically.

4.9.3. MCC are aware that there is no demolition or decommissioning data available for former fuel stations within the study area. MCC would expect detailed site investigation data to be provided for these areas to determine if decommissioning has taken place and if mitigation is required to address potential risks to human health and controlled waters receptors.

4.10. **Landscape and Visual**

4.10.1. HS2 Ltd. do not provide any viewpoints in areas defined as 'land potentially required during construction' so it is unclear how views might be affected. There is the potential for the effects to be greater in magnitude than predicted and more design information is required from HS2 Ltd. to determine the magnitude, scale of effect, and significance during the operation stage.

4.10.2. HS2 Ltd. have not provided sufficient viewpoint (VP) assessments in several key areas to allow MCC to understand the landscape impacts of the current proposals and consider if sufficient and appropriate mitigation has been detailed in the ES. It is therefore difficult to fully consider the visual impacts at this stage and further assessments should be provided by HS2 Ltd. during the final detailed design stage to inform the design and any additional mitigation which may be required.

4.10.3. Further photomontages are required, alongside detail of the landscape mitigation being relied upon, to ensure a robust justification of how the significant effects arising will be mitigated over time. Without this justification, further significant residual effects could occur which are not considered in this assessment.

4.10.4. The final design of any above ground structures and public areas associated with HS2 in this community area will be key to ensuring that any adverse

landscape or visual impacts of the Proposed Scheme are minimised. HS2 Ltd will be expected to develop the final design details in consultation with MCC.

4.11. Socio-Economics

- 4.11.1. HS2 Ltd. have made an assessment of the potential effects within individual community areas by the Proposed Scheme which is welcomed. However, the assessment of effects is significantly inconsistent, with the sensitivity of receptors (i.e. those affected) selected without clear justification and often underestimated. On this basis, MCC would request that HS2 Ltd. re-assess the potential effects on the receptors likely to be affected and provide appropriate mitigation to reduce these effects.
- 4.11.2. MCC are concerned that 640 jobs are expected to be displaced or lost as a direct result of the HS2 development and its impact on businesses identified within MA07. The impact from the relocation or loss of jobs is considered to be minor in the context of the total number of people employed in the area. However, given the dependency of these business on the current location and the likelihood of successful relocation considered to be low, the loss of the business and its employees is considered to be significantly adverse. Additionally, there is a lack of information from HS2 on how businesses will be supported in their search for alternative sites and premises.
- 4.11.3. As with other community areas, MCC will request HS2 Ltd. to provide additional supportive information which provides confidence to stakeholders that all businesses affected will be supported prior to and throughout the construction works to minimise any potential effects as far as practical.

4.12. Sound, Noise and Vibration

- 4.12.1. MCC are strongly concerned about the impacts of sound noise and vibration on local communities during construction and operation.
- 4.12.2. MCC require clarification on the methodology used to determine how appropriate noise levels would be achieved by the vent shafts and headhouses during operation, as this is insufficient.
- 4.12.3. HS2 Ltd. have not provided sufficient noise baseline data in several locations, which does not allow MCC to consider if the impacts stated by HS2 Ltd. are reasonable assumptions. HS2 Ltd. also rely significantly on mitigations which are not clearly defined in the ES. MCC require full detail on mitigation regarding sound, noise and vibration impacts identified.
- 4.12.4. HS2 Ltd. indicate that ground-borne ground-borne vibration during the construction phase will be controlled via selection of construction methods to ensure that the Significant Observed Adverse Effect Level (SOAEL) is not exceeded on a monthly basis. MCC considers this statement insufficient at

this time and requires further evidence as to how this will be achieved and mitigated, if necessary.

- 4.12.5. HS2 Ltd. indicate the provision of ‘increased construction screening’ at the four vent shaft locations. However, no further details have been provided regarding the effectiveness of the mitigation, and further assurance that this screening will suitably mitigate adverse effects on local communities is required.

4.13. Traffic and Transport

- 4.13.1. The impact on the strategic and key route network during construction requires further mitigation in order to ensure that traffic delays are minimised and that local communities are not disproportionately impacted. MCC will require HS2 Ltd to work with the Council and TfGM to ensure any adverse effects during construction are minimised on the highway and thereby local communities.
- 4.13.2. MCC are concerned about the major 24/7 haul route between the tunnel portal and railhead for removal of tunnel spoil, in terms of hours of operation and impact on residents. Further information is required on construction management, traffic modelling and mitigation to ensure no unacceptable effects.
- 4.13.3. MCC have a number of concerns with construction traffic routes suggested in the ES and require HS2 Ltd to revisit these routes in consultation with MCC.
- 4.13.4. The Princess Parkway / Palatine Road and Sharston Interchange are existing areas for concern in terms of community severance and poor accessibility for those not using motor vehicles. HS2 Ltd should design proposals to ensure severance of communities is minimised, in consultation with MCC.
- 4.13.5. MCC are concerned that parking arrangements during operation and construction around vent shaft locations will require additional mitigation to ensure no adverse effects on the highway network and local communities. MCC will require HS2 Ltd to further develop their mitigation for these anticipated effects.

4.14. Waste and Material Resources

- 4.14.1. HS2 have not assessed waste and material resources on a “community area” basis. Therefore, there are no direct considerations against local policies or plans regarding waste infrastructure capacity.
- 4.14.2. MCC will require HS2 Ltd. to provide a project plan for waste management which provides sufficient information to allow MCC to consider if there are likely to be any local issues and a strategy to mitigate against any potential issues that may arise.

4.15. Water Resource and Flood Risk

- 4.15.1. The hydrology assessment which is found in the Mersey Model report uses event data between 1955 and 2012. The model has been further calibrated against Storm Christoph (Jan 2021). MCC note that river levels on Saturday 19th February 2022 marginally exceeded those of Storm Christoph. MCC require HS2 Ltd. to undertake further hydrological assessment to ensure that there are no changes following another high magnitude event in short succession.
- 4.15.2. The flood report identifies that some properties in the location of the Didsbury Flood Basin will receive an increased risk of flooding. Additional detail is required from HS2 Ltd. to understand how and where compensatory storage will be located to mitigate this risk. MCC will require additional detail for how the scheme will mitigate flood risk during the construction phase, noting that within the Didsbury Flood Basin area, the scheme will be working in the middle of an active flood plain.
- 4.15.3. MCC have identified several assets (ponds, drains, culverts etc.) which do not seem to have been considered by HS2 Ltd. MCC will require clarification if all these individual assets were considered and if not, further studies to understand potential impacts and any additional mitigations required.

4.16. Conclusion

- 4.16.1. The information provided to date does not allow for environmental effects or the adequacy of any proposed mitigation in the MA08 (Manchester Piccadilly station) Community Area to be determined. MCC will require HS2 Ltd. to address all concerns raised in respect to the ES.

High Speed Rail (Crewe to Manchester) – Phase 2b

Environmental Statement

Chapter 4

MCC Comments on Volume 2: MA08 (Manchester Piccadilly Station) community area report and map books

5. MCC comments on Volume 2 – MA08 (Manchester Piccadilly station) community area report and map books

5.1. Introduction

- 5.1.1. This chapter specifically details the MCC consultation response comments in respect of issues and requirements which have been identified within MA08, Manchester Piccadilly Station.
- 5.1.2. Other chapters within this MCC consultation response detail issues and requirements identified in relation to the other sections of the ES. Where those issues apply to all or several of the Community Areas, they have been set out in the Chapter titled “MCC Points raised to ES Consultation which are Common across chapters and Community Areas”. To avoid repetition, those issues and requirements have not been re-stated here but in reading this section it should be noted that those issues and requirements also apply to this Community Area.

5.2. Agriculture, Forestry and Soils

- 5.2.1. This area is urban/suburban in nature and has been scoped out of this topic.

5.3. Air Quality

- 5.3.1. The modelling of the reconfigured Pin Mill Brow junction is not accurate. It is understood that this will result in different traffic flows in the operational scenario to those shown in the ES.
- 5.3.2. MCC require HS2 to undertake further review and assessment prior to any works, to inform an Air Quality Action Plan outlining all mitigation measures as required.

5.4. Community

- 5.4.1. Substantial areas of land within this community area will be required with significant impacts for the local community and established businesses. 48 commercial properties and 26 other buildings/structures, including a number of important community services, are required to be demolished in MA08.
- 5.4.2. Adequate engagement, assistance and support is to be provided by HS2 Ltd. to the affected business community. This needs to include resourcing for the Business and Local Economy Fund and Communities and Environmental Fund, universal access to an agency service to assist businesses find alternative premises and provision of access to independent legal advice. This should include a severance package which reflects construction and disturbance impact, as well as the permanent loss to businesses. A detailed programme for the delivery of support services is required.

- 5.4.3. There will be permanent loss of the community facility premises for SOL Christian Academy, Manchester Action on Street Health (MASH), Manchester Offenders: Diversion Engagement and Liaison Service (MO:DEL), True Jesus Church, Totem Gymnastics, Cloud Aerial Arts, CrossFit Ancoats, Straight Blast Gym and Frontline Fitness Performance Centre. Replacement provision for these community facilities needs to be established in each case as a matter of urgency.
- 5.4.4. Large numbers of residential properties in Chapeltown Street, Ducie Street, Pollard Street and New Islington will experience a prolonged combination of significant amenity impacts associated with construction activity, alongside adverse visual effects. Appropriate mitigation and engagement need to be provided.
- 5.4.5. HS2 Ltd. do not identify any permanent construction effects on public open space in Community Area MA08. This assessment does not take account of the multiple impacts upon existing public realm spaces within the city centre, or the impacts upon the cityscape.
- 5.4.6. MCC is concerned that the proposed HS2 Ltd. station is not appropriately integrated with the facilities of the existing Piccadilly Station and would not deliver suitably strong connectivity links between the proposed station, the city centre and its communities.
- 5.4.7. The detailed station design needs to be formulated and optimised in co-ordination with MCC, TfGM and relevant stakeholders. The station design should be revised to align with the approach detailed in the Piccadilly Strategic Regeneration Framework (2018) and the Greater Manchester HS2 and NPR Growth Strategy (2018). A new fully integrated underground station for HS2 & NPR is needed to successfully integrate with the existing station and maximise the land's significant economic potential.

5.5. **Construction**

- 5.5.1. The HS2 Ltd. Predictions and Assessments for noise are out of date. Committed developments on and around Heyrod Street and Store Street have not been included in the impact assessments. HS2 Ltd. should update their assessments to include all development.
- 5.5.2. There are contamination risks in the Ardwick/Piccadilly area, and these may be high if signification contamination is found. Site investigation is required to determine if any remediation is required, and the specific controls needed (i.e., dust/odour) during these works.
- 5.5.3. 304 residential properties are forecast to experience noise above the eligibility criteria for noise insulation. There are no details of any verification once glazing has been fitted. HS2 Ltd. should provide details of Noise

Insulation proposals and any intake/extract points in addition to details of any verification once glazing has been fitted.

- 5.5.4. MCC has concerns with respect to Manchester Piccadilly High Speed Station sustainable mode analysis. The assessment of impacts to cyclists is not adequate or accurate for the temporary highway works situation. We also require that cycle facilities to current standards are provided as part of any permanent or temporary highway arrangements around Piccadilly and Pin Mill Brow.
- 5.5.5. The proposed westbound Great Ancoats Street closure at Every Street is not acceptable as it constitutes a closure of the Inner Ring Road without details of wider area mitigation. Southbound closures of the A6 London Road between Fairfield and Store Street and Adair Street in the same stage of construction are also unacceptable without wider area mitigation, as they are key city centre access routes. HS2 Ltd. should provide proper construction management, traffic modelling and mitigation for proposed closures.
- 5.5.6. No detail is provided on how adequate footway widths will be determined and maintained during construction. Minimum widths will not be adequate on many of the busy footways around Piccadilly Station.

5.6. **Ecology and Biodiversity**

- 5.6.1. Changes in traffic movements on roads near to the Rochdale Canal Special Area of Conservation in the Ardwick area will increase nitrogen deposition which could result in adverse effects on floating water.
- 5.6.2. HS2 Ltd. does not consider the importance of individual street and highway trees of note that are not veteran trees but are important landscape features.
- 5.6.3. MCC welcome proposals to improve habitat around the Medlock in MA08 but would encourage further opportunity to enhance connectivity South into the Lower Medlock Valley.
- 5.6.4. MCC note that no bat emergence surveys were undertaken in any building or structures in MA08, or replacement roosting provision made, which would normally be expected as part of an ES.
- 5.6.5. The ES identifies that the construction in this area will result in the disturbance of black redstart bird nesting habitat. However, no details are given of the location and no mitigation is proposed.

5.7. **Health**

- 5.7.1. HS2 Ltd. have not provided adequate mitigation for all health-related impacts. A general mitigation for loss of the community facility identified is indicated to explore options to include:

- improving or altering the remaining portion of the community facility.
 - improving other existing community facilities in the area that could reduce the effect;
 - improving accessibility to other community facilities; and/or
 - identifying land that could be brought into use as a community facility.
- 5.7.2. Visual intrusion and changes to the noise environment a result of construction work and HGV traffic could lead to reduced levels of satisfaction with the local environment at the following locations: Residential properties on Chapeltown Street, Pollard Street, Ducie Street, and in the vicinity of Old Mill Street in New Islington.
- 5.7.3. The presence of construction traffic, including HGV, on local roads will lead to amenity impacts and safety concerns. It will deter the use of local roads by pedestrians and cyclists.
- 5.7.4. The presence of workers in local community facilities could lead to changes in levels of community cohesion and trust at the close to the Manchester Piccadilly High Speed station main compound and Manchester approach satellite compounds B, C and D.
- 5.7.5. MCC have concerns about the isolation of recreational facility, affecting ability to participate in physical activity at the following locations:
- Permanent closure of Sheffield Street means that Straight Blast Gym (SBG) will become physically isolated.
 - The Fairfield Street diversion and the permanent closure of North Western Street will mean that Frontline Fitness Performance Centre will become physically isolated.
 - Change of vehicular access to Mancunian Boxing Club (current access from Chancellors Lane and the A635 Mancunian Way will be permanently closed and new access routes established from Union Street.).
- 5.7.6. HS2 Ltd. advised it is continuing to engage with the owners and operators of, Frontline Fit and SBG Manchester to identify reasonably practicable measures to help mitigate the likely effects.
- 5.7.7. Demolition of community facility will reduce the beneficial health effects gained through educational attainment at SOL Christian Academy on Fairfield Street. HS2 Ltd. has advised that it will engage with SOL Christian Academy, to identify reasonably practicable measures to help mitigate the likely significant effects but no mitigations are identified for the specific premises.
- 5.8. Historic Environment**

- 5.8.1. The extent of removal of significant historic fabric to Piccadilly Station is unclear, and options for maximum retention are not illustrated or investigated. MCC notes that there is clear harm to the listed columned bridges and blocked-arch wall along Sheffield Street.
- 5.8.2. Visual impact on the setting of heritage assets around Piccadilly Station is likely to result in a change. As such, MCC require a detailed plan for consultation at an early stage in order to avoid any unnecessary adverse impact.
- 5.8.3. The proposed extent of removal of significant historic fabric to Piccadilly Station is unclear, and options for maximum retention are not clearly illustrated or investigated. The overall impact is therefore impossible to determine at this stage. This is a major concern for MCC which should be re-assessed by HS2 through final detailed design, in close consultation with MCC and Historic England.
- 5.8.4. It is considered that the installation of the overground HS2 station will result in considerable, irrevocable loss of a number of non-designated heritage assets in the Ardwick / Piccadilly area. Where loss of heritage assets cannot be demonstrably avoided, MCC require that building records should be undertaken by a qualified conservation specialist.
- 5.8.5. MCC maintains significant concerns over potential non-designated heritage assets which are yet to be identified. For instance, prominent late-19th century buildings at 163 Ashton Old Rd and 223 Ashton Old Road do not feature on the map, but are clearly of some architectural and historic merit, and have the potential to be impacted by the construction compounds.

5.9. **Land Quality**

- 5.9.1. MCC understand that potentially contaminated spoil from the tunnelling process is likely to be stored and processed at the North Manchester Portal Tunnelling Compound. HS2 Ltd. need to make clear how these soils will be managed.
- 5.9.2. MCC are aware that there is no demolition or decommissioning data available for a former petrol filling station within MA08. Mitigation is required to address potential risks to human health and controlled waters receptors.

5.10. **Landscape and Visual**

Townscape Assessment – Scope and Methodology Report

- 5.10.1. The Piccadilly, Ardwick and West Gorton industrial and infrastructure character area baseline requires further detail to form a robust townscape assessment.

- 5.10.2. The methodology for assigning value does not reflect the urban environment of the two-character areas identified as being significantly affected within the MA08 area. The assessment of value has the potential to be lower in urban areas due to the methodology HS2 Ltd. has used.
- 5.10.3. Similarly, the criteria for determining landscape sensitivity are focussed on non-urban environments and the components that constitute a high or medium-high sensitivity landscape largely do not apply in an urban context. This is disproportionately under-estimating the impact in Manchester, with the weighing leaning towards rural settings.
- 5.10.4. The photomontages have only been prepared for views which meet specific, limited criteria. In a city-centre location which is highly complex, and taking into consideration the size, scale and importance of the proposals, and the high numbers of visual receptors, a photomontage of each key viewpoint would be appropriate. MCC require block model or wireline photomontages for each identified view.

Townscape Assessment – MA08 Community Area Report

- 5.10.5. The assessment of the landscape baseline and sensitivity (which measures assessed value and susceptibility to change) of the Piccadilly, Ardwick and West Gorton Local Conservation Areas (LCA) lack detail and are not robust.
- 5.10.6. The assessment states that substantial parts of the character area will be returned to suitable development use, but in year 1 are likely to constitute empty sites surrounded by hoarding, which is a 'high' magnitude of change. However, it goes on to state that the changes will largely be in keeping with the existing character and the overall assessment is one of “minor adverse impact”. The substantial areas of land surrounded by hoardings are likely to impact on the townscape character and this is not reflected in the assessment. MCC require a re-assessment of change against the key characteristics of the baseline in order to establish the degree of change, the nature of that change, and the significance.
- 5.10.7. For the year 30 operational phase, the assessment states that there is insufficient information to understand the changes that the character area will experience in this period. It is unclear how an assessment of minor adverse and not significant impacts can justifiably be determined from this. The urban nature of the character area, city along with the substantial areas available for new development, means that the area is likely to undergo transformative change over the next 30 years, and an assessment of minor adverse impact is likely to be misleading.
- 5.10.8. Clarity is required on the selection of committed developments. No committed developments of relevance for landscape and visual have been identified, and there is no mention of key schemes in the area such as Mayfield. The townscape around the station is dynamic and fast changing,

with a high number of consented schemes, along with the proposals in the Piccadilly SRF and other surrounding SRF's (Portugal Street East, Mayfield, North Campus (ID Manchester), and Kampus (Aytoun Street)) coming to fruition. A more robust approach to methodology to identify and assess cumulative effects and future baseline is required in order to demonstrate the likely effects (currently assessed as not significant).

- 5.10.9. The visual assessment has not identified any locations within this study area where additional lighting during continuous night working and/or overnight working during construction will result in significant visual effects at night.
- 5.10.10. The ES states construction works are likely to require lighting early morning and evening, when residential properties are likely to have blinds drawn. Therefore, lighting during typical hours is not considered as part of night assessment for residential properties. MCC request further consideration to ensure a robust approach to assessing night-time visual effects.
- 5.10.11. No mention is made of advance planting to screen and potentially reduce visual effects during construction.
- 5.10.12. No significant temporary landscape effects during construction are anticipated but nearby developments which are likely to influence the character of the townscape, such as Mayfield, need to be considered. MCC require a more robust approach to identifying and assessing cumulative schemes which will impact on townscape character.
- 5.10.13. Mitigation integrated into the design includes tree planting. After 15 years it is assumed that trees planted for mitigation and screening are expected to have grown to 7.5m based on the assumption of 0.5m per year. This does not account for tree planting in urban areas, which would require substantially larger specimens. MCC require more detail on tree planting in an urban environment in order to include it as mitigation.
- 5.10.14. There will be no significant landscape effects during the operational phase according to the ES. MCC require a more robust methodology, approaches to townscape assessment to demonstrate no significant effects.
- 5.10.15. The study area has been limited to 750m within MA08 due to the urban character. However, both the construction phase and operational phase indicate potential for views beyond 750m within urban areas, resulting in the potential for 'missed' longer range views. MCC require additional mid and long-range views to reflect the potential extent of visibility considering that buildings in this area will be multistorey.
- 5.10.16. The City Centre Core, Historic and Commercial Grain townscape character area is poorly defined and out of date. The assessment states that there is a relatively consistent mass and height of 4-7 storeys. The city centre is increasingly characterised by taller buildings as individual landmarks or clusters which have changed the city skyline.

- 5.10.17. The assessment of future City Centre Core, Historic and Commercial Grain is incomplete and 'no affects' on landscape susceptibility because of future development is not robust. It references only two schemes, and e.g. there is no consideration on the impact of the wider North Campus (ID Manchester) area.
- 5.10.18. The scale of the proposed development in this area will have a substantial effect on the townscape around the station during construction and operation. However, due to the high-level division of the city into large townscape areas and character areas which cover a substantial part of the city, the full magnitude of the construction phase effects are not assessed and are given an assessment of 'low'. The full magnitude of the construction phase impacts is not assessed. MCC require an assessment which includes the operation phase impacts on the station area as a whole, and at a detailed level to reflect the character around the station.
- 5.10.19. MCC require design consideration for the station and city which includes:
- Consideration of the potential gateway and arrival point to the station, which is proposed as located to the rear of the existing Gateway House. The rear of Gateway House is unlikely to provide a positive arrival experience and legibility on approach to the station is likely to be poor with Gateway House forming a physical barrier to views towards the station.
 - Consideration of the impacts on townscape character and urban grain as a result of the station, associated infrastructure and overhead viaduct structures.
 - Consideration of the impacts on movement and linkages of the overhead viaducts and station and resultant road closures, including consideration of the aspirations for movement and linkages as set out in the SRFs covering the area.
 - Consideration of land use impacts, with substantial areas of land returned to suitable development use but likely to be undeveloped sites surrounded by hoarding.
 - Consideration of the impacts on the public realm and public open space network.
 - Consideration of proposed new planting and the potential effectiveness of what is proposed to create high quality public realm and mitigate against any adverse effects.

Visual Assessment

- 5.10.20. The photographs and descriptions are outdated, and in some cases inappropriate (e.g. not facing towards the likely direction of travel). The foreground of the view will substantially change during construction and operation. An update of the photography, description and future baseline to reflect the Great Jackson Street proposals should be carried out. Additional mitigation should be provided to the viaduct along its length on the approach

to the rear of the new station to provide the mitigation that is relied on in the description of impact - otherwise the assessed impact and effects will need to be revisited.

- 5.10.21. Stemming largely from the lack of photos and limited description of likely impacts, it is considered that the visuals described in the MA08 Community Area report do not provide adequate detail in order to fully understand whether the design is acceptable in visual terms. Additional operational photomontages and descriptions of impact should be provided to support the assessment, and assessed effects should be revisited in light of the new photomontages. MCC require a much more robust consideration of future and cumulative effects.

5.11. **Socio-economics**

- 5.11.1. Approximately 470 FTE will be required within MA08 during the construction phase. MCC require that HS2 Ltd. work with local partners on a recruitment strategy to ensure as many as possible are locally employed. MCC further request that HS2 Ltd. identify the potential impacts on the current supply chain.
- 5.11.2. 2,630 jobs are expected to be displaced or lost as a direct result of the HS2 Ltd. development and its impact on businesses identified within Community Area MA08. The impact from the relocation or loss of jobs is considered to be minor in the context of the total number of people employed in the area. However, given the dependency of these business on the current location and the likelihood of successful relocation considered to be low, the loss of the business and its employees is considered to be significantly adverse. Additionally, there is a lack of information from HS2 on how businesses will be supported in their search for alternative sites and premises.
- 5.11.3. MCC would request HS2 Ltd. provide additional supportive information which provides confidence to stakeholders that all businesses affected will be supported prior to and throughout the construction works to minimise any effects as far as practical.

5.12. **Sound, Noise and Vibration**

- 5.12.1. Design details for internal and external plant and fixed equipment at Piccadilly Station have not been provided, so emissions cannot be assessed at this point.
- 5.12.2. As for other topics, a number of predictions and assessments regarding committed developments are out of date, and developments have not been included within the impact assessments. MCC does not consider existing assessments adequate to fully demonstrate suitability of the proposals.

- 5.12.3. MCC notes the provision of increased construction screening at numerous sites across MA08, however, no further details have been provided regarding the effectiveness of the mitigation. MCC requires further assurance that this screening will suitably mitigate adverse effects.
- 5.12.4. It is understood that current modelling of the reconfigured Pin Mill Brow junction is not accurate and as a result under-estimate the amount of traffic reassignment likely to occur off roads that approach the junction. MCC requires that the existing noise modelling is updated and resubmitted to reflect any necessary amendments to the transport assessment.
- 5.12.5. Construction and operational noise levels at a number of locations exceed the noise limits during daytime and night-time hours respectively. However, impacts are not listed as significant. While it is noted that mitigation is proposed in the form of noise insulation, clarification is required on the impact categorisation.

5.13. **Traffic and Transport**

- 5.13.1. MCC consider the facilitation of access and integration of bus facilities at the station to be insufficient. This mode is vital for onward connections from the station if national and regional policy objectives on sustainability are to be met. HS2 Ltd. should improve the integration of bus facilities in line with the City Centre Transport Strategy.
- 5.13.2. MCC consider that the quantum of car parking proposed at Piccadilly Station to be excessive (2,029 spaces) and will encourage greater use of private vehicles. The parking strategy should be reconsidered to encourage greater use of sustainable travel modes over private vehicles in line with guidance set out in the GM 2040 vision and City Centre Transport Strategy documents.
- 5.13.3. MCC are concerned that the access to HS2 and associated car parks for Piccadilly are not appropriate and require HS2 Ltd to revisit these highway works and parking proposals to ensure that associated vehicular movements are acceptable to local partners.
- 5.13.4. There is no mention of accessible parking provision (should be approximately 5% of total parking), electric vehicle parking, car club bays or motorcycle parking provision.
- 5.13.5. MCC consider that the pedestrian assessment in the Manchester Piccadilly High Speed Station Sustainable Mode Analysis as not adequate or accurate and fails to pick up existing crowding issues during peak times.
- 5.13.6. The Pin Mill Brow gyratory proposal is not appropriate in scale or function. It occupies a wide area, limiting development potential and creates a hostile environment for cyclists and pedestrians. It is understood that the design was developed in this way so as to achieve no major adverse effects from a traffic capacity basis. However, the proposed Pin Mill Brow gyratory does not cater

for the forecast future demand in either 2038 or 2046 or MCC plans to reduce general traffic in the city centre.

- 5.13.7. MCC require that highway improvements and mitigations are supported by robust highway modelling, and this is currently not the case. The unacceptability of road closures is covered in the construction section.
- 5.13.8. Pin Mill Brow should facilitate high quality pedestrian routes to connect to the proposed development sites created by HS2 Ltd. At present the design appears to assume footways alongside very busy multi-lane roads with no separation, green infrastructure or public realm considerations. Full consideration should be given to the need for space in line with the city location and active travel policy. HS2 Ltd. should provide detail of the pedestrian facilities and measures to enhance the environment for active travel users.
- 5.13.9. The assessment of impacts to cyclists in the Manchester Piccadilly High Speed Station Sustainable Mode Analysis is not adequate or accurate. There have been no surveys of cycle volume in the area around the existing Piccadilly station to enable an assessment on impacts to be made. Future growth in cycling and investment in infrastructure in and around the regional centre are also not accounted for. Cycle facilities at key locations such as Pin Mill Brow gyratory are not provided to the latest LTN1/20 standards.
- 5.13.10. MCC consider there is insufficient information to determine the quality of the cycle parking provision at the proposed HS2 Ltd. Piccadilly station. The cycle parking facilities need to be of a high quality to support greater cycle mode share. MCC consider the proposed quantum of cycle parking (523 spaces) at Manchester Piccadilly is insufficient.
- 5.13.11. The ES does not assess the impacts of closures to the Metrolink network on the Ashton Line during construction and does not assess the impacts of the additional traffic associated with this or highway improvements.
- 5.13.12. Not all of the bus routes listed for Ashton Old Road use Ashton Old Road to access the city centre. This raises the question of whether the predicted journey time increases have been properly assessed. The 31% increase in journey time is considered to be significant but no explanation is offered for the cause of this delay to be able to be determined if mitigation measures are necessary. HS2 Ltd. should correct this assessment and provide details of mitigation against the indicated bus delays.
- 5.13.13. Committed developments are only within 1km of the centreline of the HS2 route. Within Manchester City Centre the geographical scope needs to be widened for committed developments as it is likely to generate far-reaching transport impacts. HS2 Ltd should agree the list of committed developments with MCC.

5.14. **Waste and Material Resources**

- 5.14.1. The submitted Waste and Material Resources chapter does not include an assessment of individual community areas. There has been no consideration of the proposals against waste policies included in local plan's or of local waste infrastructure capacity.

5.15. **Water Resource and Flood Risk**

- 5.15.1. The report indicates that flooding from March 2019 has not yet been assessed with respect to this location. It is recommended that detailed analysis of previous flooding is assessed and taken into account to ensure any additional mitigations are proposed at the next stage.

5.16. **Conclusion**

- 5.16.1. The information provided to date does not allow for environmental effects or the adequacy of any proposed mitigation in the MA08 (Manchester Piccadilly station) Community Area to be determined. MCC will require HS2 Ltd. to address all concerns raised in respect to the ES.

High Speed Rail (Crewe to Manchester) – Phase 2b

Environmental Statement

Chapter 5

- MCC Comments on Volume 3: Route-wide effects
- MCC Comments on Volume 5: Wider-effects report
- MCC Comments on Draft Code of Construction Practice (CoCP)

6. MCC comments on Volume 3 – Route-wide effects

6.1. Traffic and Transport

- 6.1.1. Over 60 weekend possessions / blockades on different parts of the existing West Coast Main Line (WCML) during the construction of the HS2 Crewe-Manchester line are proposed. We believe that this will cause unacceptable disruption to passengers travelling to Manchester (over approximately 9 years), especially given the trend for increased leisure rail travel following the Covid-19 pandemic. MCC's petition will seek further information on this and request that alternative options are looked at to minimise the disruption on rail passengers.
- 6.1.2. The Ardwick railhead construction will further result in disruption over 4 weekends between 2026 – 2030.

7. MCC comments on Volume 5 – Wider Effects Report

- 7.1.1. The Wider Effects Chapter seeks to describe whether deviating the alignment or level of the route (the "limits of deviation" (LOD)) within these statutory limits would alter the significant predicted effects reported elsewhere in the ES, or create new or different significant effects. HS2 state that sensitivity analysis has been undertaken to identify where such spatial changes are feasible and assess the environmental implications. MCC have not been provided with the sensitivity analysis and therefore cannot be certain of HS2 Ltd's assumptions and judgements. It is reported by HS2 Ltd. that significant effects of changes with the LOD would only be assessed for significant effects at a later stage.
- 7.1.2. MCC are concerned as to how exactly the Environmental Minimum Requirements (EMRs), which HS2 Ltd. and its contractors would be subject to during construction, would be accorded with in reality and the process of how HS2 Ltd. would assess and decide the need for potential additional mitigations of effects. Should HS2 Ltd. need to change the Proposed Scheme within the LOD, significant environmental effects, which are currently not assessed or identified in the current ES, could be missed or insufficiently mitigated against. MCC will require HS2 Ltd to demonstrate its sensitivity testing and work with relevant local partners to continually review the environmental impacts of any significant design changes.

8. MCC comments on supporting documents – Code of Construction Practice (CoCP)

8.1. General issues

- 8.1.1. MCC note that this document is high level and lacking in detail in many areas which need specific measures/strategies. The CoCP discusses mitigation, monitoring and management of environmental issues but does not address

the key area of avoidance or protection from effects. MCC are concerned that this document is reactive in nature, only seeking to mitigate, rectify or report on issues once they have already occurred. MCC would require a more proactive approach to ensure all issues/risks are identified and then applying a hierarchy of avoid, protect, mitigate.

- 8.1.2. MCC are concerned that the high level nature of the CoCP will mean that contractors will approach delivery in different ways. The CoCP should provide specific direction and strategy to contractors to ensure consistency between different HS2 contractor submissions to public and local authorities, including a detailed minimum standard.
- 8.1.3. The CoCP seeks to establish the high-level principles of how various environmental issues would be managed by HS2 and its contractors during construction. MCC understand that this document is a very important mechanism in the implementation of the Proposed Scheme which will dictate how any given construction issue is managed to a large degree. MCC will require HS2 Ltd. to further develop the document in consultation with relevant local partners and provide much more clarity on how HS2 Ltd. intend the principles, processes, and procedures to function in reality during the implementation. MCC will be seeking HS2 Ltd. to commit to robust information sharing, project management, and oversight /approval processes, with relevant local partners, on a multitude of environmental issues, i.e. relating to Air Quality, Historic Environment, Ecology, Land Quality, Landscape and Visual, Noise and Vibration, Traffic and Transport, Waste and Materials, Water Resources and Flood Risk.
- 8.1.4. MCC are concerned that the current draft CoCP highlights that specific exemptions, for example regarding construction plant equipment, would be sought by HS2 Ltd. to Greater Manchester's Clean Air Plan (CAP) and proposed Clean Air Zone (CAZ). However, MCC do not support the principle of HS2 Ltd or its contractors being exempt from Greater Manchester's Clean Air Plan (CAP) and proposed Clean Air Zone (CAZ). MCC will seek to require HS2 Ltd. to comply and not prejudice Manchester meeting it's clean air targets.

8.2. **Specific issues**

- 8.2.1. MCC would welcome more information on to how the stockpiles containing contaminated soils will be managed to prevent contamination from leaving the compounds to ensure that the lands beneath the compounds does not become contaminated as a result of the temporary storage. Specific controls will need to be given in the Remediation Strategies, Construction Management Plan and/or CoCP.
- 8.2.2. MCC would expect that any soil embankments for noise control or landscape reinstatement will need to be suitability constructed with capping soils validated as suitable for use. It is noted that this will be covered as part of the

- remediation strategy, however, soil sampling frequencies and validation procedures will need to be agreed.
- 8.2.3. In terms of site investigations, MCC would expect detailed site investigation data, detailed risk assessments and any remediation/validation requirements to be submitted to the Local Planning Authority. Additional resources shall be provided to Local Authorities during the process to assist with the review and assessment of site investigation data and subsequent remediation/validation information if required.
- 8.2.4. It is proposed that a temporary railhead will be used to receive (by rail) and stockpile material required for the construction of the Proposed Scheme. MCC would request clarification as to whether an analysis of the existing capacity on the railway line has been undertaken and what the findings and implications are.
- 8.2.5. MCC welcomes the requirement for contactors to produce and submit monthly reports on noise, dust and air quality data. In the event of complaints or exceedances, details must be shared with MCC within 48 hours.
- 8.2.6. Detail on plant assumptions for the construction assessment are not provided. The relevant details should be provided, and the potential impacts defined. MCC should be consulted when details are available to ensure that forecast impacts are accurately identified, and that appropriate mitigation is secured.
- 8.2.7. The timings for baseline sound levels used for the construction sound assessment are unclear and inconsistent, and need to be clarified

High Speed Rail (Crewe to Manchester) – Phase 2b

Equality Impact Assessment

Chapter 6

- MCC Comments on Equality Impact Assessment (EqIA)

9. Equalities Impact Assessment (EqIA)

9.1. Introduction

9.1.1. MCC welcomes the commitment of HS2 Ltd. to consider equality as part of the assessment for the Crewe to Manchester scheme. However, we feel there are still a number of issues that could be improved and resolved and as a result below we outline a number of points MCC would wish to be considered as the design of the scheme evolves.

9.2. Scope and Methodology

9.2.1. MCC welcomes the commitment from HS2 Ltd. to preparing a comprehensive Scope and Methodology Report for the EqIA assessment, which is separate to the Environmental Impact Assessment (EIA).

9.2.2. It is noted that the scope of the EQIA takes account of the requirements of the Public Sector Equality Duty (PSED): to eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act. MCC would request that HS2 Ltd. consider the potential impact on other equality groups which are not protected under the Equality Act duty.

9.2.3. MCC would also request that HS2 Ltd. EqIA consider the potential impacts (or provide justification why such an impact is not likely) on those groups that Local Authorities have due regard duties to or who are considered in Local Authority EqIA frameworks and additional vulnerable groups to be assessed. MCC would request that HS2 Ltd. identify measures considered to understand the differential and disproportionate impact on adults and children in the disability groups identified, in order to identify sufficient mitigations, in consultation with stakeholders.

9.2.4. The EqIA Scope & Methodology Report and EqIA Main report also includes limited information on the mechanisms to be secured for ongoing equalities analysis, equality stakeholder engagement and the need to refresh the data based on Census 2021 release and revisit the disproportionate data analysis model. MCC would therefore request that HS2 Ltd. consult with stakeholders to address the ongoing changes to equality baseline information and agree mechanism for delivery of the mitigation measures proposed.

9.2.5. MCC notes that the level of effects considering a combination of factors – noise, pollution, possible congestion, access as well as the impact on mental health - should be considered and addressed within the EqIA where practical, as different groups might have different positive/negative impacts. MCC would request that HS2 Ltd. consider the cumulative effect on the protected groups identified within the EqIA and those suggested above when considering and developing mitigations.

- 9.2.6. MCC request that HS2 Ltd. provide a justification for the approach to selecting Local Super Output areas and that appropriate mitigation is provided should the potential effects be different to those identified in this EqlA.

9.3. **Stakeholder Engagement**

- 9.3.1. HS2 Ltd. must set out in more detail their engagement approach and support to be provided to affected businesses and organisations, including the strategy for providing alternative facilities where applicable, access to advice and timescales for engagement.
- 9.3.2. It is acknowledged that a significant number of facilities, businesses and properties are identified as being required to be demolished at a route-wide level. As highlighted in other sections, MCC would expect the detailed design to limit the loss of property as far as possible. It also needs to be ensured that adequate and timely engagement and support is provided, including details of compensation and mitigation, to the affected residents, businesses and other organisation as a matter of urgency.
- 9.3.3. Details of the programme and approach to engagement and mitigation for the education settings and the community they serve i.e. education awareness, health and safety etc.
- 9.3.4. In addition, MCC would request that Local Planning Authorities affected by the scheme are informed on the support requirements for all parties affected, specifically those identified as PCGs under the Equality Act 2010.

9.4. **Accessibility**

- 9.4.1. MCC are concerned that the proposed HS2 station is not appropriately integrated with the facilities of the existing Piccadilly station. A more integrated design would provide a common and more legible approach for all passengers, reducing unnecessary changes of level and therefore allowing better accessibility for all. MCC would request that HS2 Ltd. ensure that designs/modification reflect a similar or higher level of accessibility considerations in accordance with the Piccadilly Strategic Regeneration Framework (2018), GM HS2 and NPR Growth Strategy (2018).

9.5. **Socio-Economic**

- 9.5.1. Where building and structures are required to be demolished, further support and information are required for impacted local businesses and community facilities and homes on the mechanisms being considered, alongside the support that can be provided with the financial compensation. MCC request that appropriate resources be provided through the Communities and Environmental Fund and Business and Local Economy Fund and be informed by a quantified assessment of the impact upon community assets and business

- 9.5.2. Construction works have the potential to impact on disabled residents who use the area (for example barriers, increased traffic, temporary lights, signs etc may impact on wheelchair users, partially sighted or blind residents) and also parents or carers with pushchairs. MCC would request that the EqIA considers, and where practical, addresses the impacts associated with travel disruption, with particular attention given to disabled residents and visitors of the area.
- 9.5.3. MCC request clarification on whether the mitigation measures outlined in the Code of Construction Practice (CoCP) and Local Environmental Management Plans are considered sufficient to mitigate the potential effects on the Protected Characteristic Groups (PCGs) identified and whether additional mitigation will be considered following detailed design.
- 9.5.4. Further consultation is required to underpin the assessment within the CoCP of arrangements in the case of evacuation. Further details are required about how the Emergency Response teams will be engaged and feed into the future community emergency plans and how the CoCP will be used by the appointed undertaker to protect the PCGs identified within the EqIA. On this basis, relevant Local Planning Authorities would request approval of the final form of the CoCP.
- 9.5.5. MCC require further details on the programme and approach to engagement and mitigation of the effects on the PCGs identified which provides confidence to stakeholders that all premises and associated PCGs affected will be supported prior to and throughout the construction works to minimise any potential effects as far as practical.

9.6. Conclusion

- 9.6.1. It is noted that many of the environmental impacts identified in the ES, including the specific impacts within the community areas, will be intrinsically linked to equality issues. Therefore, the EqIA and ES should be complementary documents which support each other. However, and as noted above, MCC will require significantly more information from HS2 Ltd. to ensure the Proposed Scheme avoids, reduced or mitigates any adverse impacts on all parties affected, specifically those identified as PCGs under the Equality Act 2010. It is understood that HS2's Ltd will seek to continually assess and review the impacts and implications of the Proposed Scheme on PCGs throughout the construction and operation of HS2, and this should be done in consultation with MCC and other stakeholders.

**Manchester City Council
Report for Resolution**

Report to: Executive – 16 March 2022

Subject: Outcomes of the public realm consultation on development and public realm strategy for the Back of Ancoats (Poland Street Zone Public Realm Strategy)

Report of: Strategic Director (Growth and Development)

Summary

This report presents the findings from the recent public consultation exercise that will inform the final version of the Poland Street Zone Public Realm Strategy for consideration and approval. The Draft Strategy was considered by the Executive in January 2022 and approved as a basis for consultation with local and statutory stakeholders. The final version of the Strategy is intended to support the delivery of the previously adopted Ancoats and New Islington Neighbourhood Development Framework (NDF) and to help facilitate future development in the part of Ancoats bounded by Bengal Street, Oldham Road, Butler Street and the Rochdale Canal in the northeast of the extended city centre. A plan is attached at Appendix 1.

In July 2020, the Executive approved a refreshed Ancoats and New Islington NDF as a material consideration for the Local Planning Authority in determining all future planning applications relative to the Study Area. The Executive covering report that accompanied the final framework document highlighted several constraints to delivery and recommended key activities that supported the delivery of the NDF objectives. The Poland Street Zone Public Realm Strategy represents a significant strand of this activity, articulating a co-ordinated approach to public realm delivery and a series of mechanisms for maximising developer contributions, with the intention of supporting the provision of appropriate public realm and core neighbourhood infrastructure.

Recommendations

The Executive is recommended to:

1. Note the comments received from stakeholders, including local land and property owners; residents; businesses, along with public and statutory consultees: and how they have been responded to in the final draft;
2. Approve the final version of the Poland Street Zone Public Realm Strategy as a material consideration in the Council's decision making as a Local Planning Authority;
3. Note the Delivery Strategy set out in this report and authorise the Strategic Director - Growth and Development to further develop and implement this strategy, in dialogue with key stakeholders, including potential funding bodies,

investors and developer partners, landowners and existing businesses.

4. Note that a further funding package from Homes England for off site infrastructure in the Ancoats neighbourhood has been agreed subject to further Treasury approvals and an agreed grant funding agreement with the Council. This is in addition to the previously reported £4.7m from Brownfield Land Fund will be utilised to fund the majority of the capital works in accordance with the Delivery Strategy.
5. Note that the Delivery Strategy will require the City Council to implement a number of area-wide public realm improvements and to work in partnership with investor and developer partners to this end.

Wards Affected: Ancoats and Beswick

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city
<p>The Ancoats and New Islington Neighbourhood Development Framework and the draft Poland Street Zone public realm strategy recognise that future development within the area will be required to contribute to the City Council’s objective of achieving a zero carbon target by 2038 through the active utilisation and deployment of leading building technologies.</p> <p>The Ancoats Mobility Hub (AMH) is a key component in delivering a highly sustainable neighbourhood. It will directly reduce car trips and on street parking in this area, promoting a modal shift to cycling, walking and the use of public transport networks. The logistics hub within the building will provide a central location for parcel deliveries with ‘final mile’ delivery via a fleet of electric vehicles.</p> <p>The City Council is and will continue to use its land interests in the area to deliver the zero-carbon target for the city and this will be integrated into all aspects of the public realm delivery strategy. As we move into the delivery and implementation phase opportunities to minimise the whole life carbon impact of the new public realm will be explored. This will be achieved through various means including careful consideration of the materials to be used and also through designs of streets and open spaces that do not require carbon-intensive maintenance and watering.</p>

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 proposals outlined in the Poland Street Zone draft public realm strategy supports the opportunity to create a new mixed-use neighbourhood including new jobs and employment opportunities and easy access to the regional centre economy for residents.

A highly skilled city: world class and home grown talent sustaining the city's economic success	The Poland Street Zone will continue to provide direct employment opportunities and also meet the demand for housing from residents who wish to live close to the Regional Centre.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The draft Poland Street Zone public realm strategy and the approved Ancoats and New Islington Neighbourhood Development Framework offers the potential to drive forward the Manchester Residential Growth Prospectus and meeting the growing demand for new homes in the city, through the provision of high-quality neighbourhood infrastructure to serve the local community.
A liveable and low carbon city: a destination of choice to live, visit, work	The vision for the Poland Street Zone is to create a high-quality sustainable neighbourhood within the extended city centre. The draft public realm strategy will support the creation of a new neighbourhood in a sustainable location, adjacent to the city centre and the range of jobs, culture and leisure opportunities contained therein.
A connected city: world class infrastructure and connectivity to drive growth	The draft public realm strategy will underpin the delivery of the Ancoats Mobility Hub and promote connectivity with core public transport infrastructure across the city and the wider GM conurbation.

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 Public Realm Strategy for the Poland Street Zone proposes that a long-term stewardship plan for the area will be developed in consultation with relevant City Council services who have responsibility for the management and maintenance of the public realm. The stewardship plan is a condition for the Homes England funding.

The Council will need to maintain the quality of the new streets and open spaces, but the ongoing maintenance costs will not be known until the design for the public realm is complete. The Council will examine potential funding routes to achieve this over the long term, including estates management charges.

Any estate charging or other proposed funding mechanism with stakeholders will be brought to a future meeting of the Executive for approval.

Financial Consequences – Capital

The appended Public Realm Strategy for the Poland Street Zone reports a total estimated cost of c£16m, for delivery of all proposed projects and interventions. However, the representative costs provided assume the delivery of the Strategy in full. The proposed approach to delivery outlined in this report will utilise funding from Homes England which is subject to Treasury approval. £4.7m is already secured from Brownfield Land Fund. All opportunities to source additional S106 funding from developers as part of their planning applications will be explored in accordance with Regulation 122 of the Community Infrastructure Levy Regulations 2010.

Any resulting programmes of work to be undertaken by the City Council will be brought forward for approval through the Executive and via the Capital Strategy and Capital Programme processes as and when required.

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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.

- Ancoats and New Islington Neighbourhood Development Framework July 2014
- Ancoats and New Islington Neighbourhood Development Framework, report to

the Executive October 2014

- Refresh of the Ancoats and New Islington Neighbourhood Development Framework, report to the Executive December 2016
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework Poland Street Zone, report to the Executive February 2020
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework Poland Street Zone, report to the Executive July 2020;
- Mobility Hub proposal for the Back of Ancoats, report to the Executive November 2020;
- Development Strategy for the Back of Ancoats, Progress report to the Executive September 2021;
- Development and public realm strategy for the back of Ancoats, report to the Executive January 2022:
- Manchester Zero Carbon 2018 – Manchester City Council’s Commitment, report to the Executive March 2019;
- Council Resolution on declaring a Climate Emergency, report to the Executive July 2019;
- Eastland Regeneration Framework, report to the Executive July 2019;
- Revised City Centre Transport Strategy, report to the Executive October 2019 and City Centre Engagement Outcomes, report to the Executive February 2020;
- Draft City Centre Transport Strategy, Report to the Executive September 2020.

1.0 Introduction

- 1.1 The Ancoats neighbourhood is located on the eastern edge of the city centre and is part of the Eastlands Regeneration Framework area, a refresh of which was taken to the Executive in 2018. Ancoats is an important part of the growing city centre and its importance is further enhanced by the opportunity to complete investment in the area, within a sustainable public realm strategy.
- 1.2 The Ancoats and New Islington Neighbourhood Development Framework (NDF) was approved by the Executive in 2014, to enable the City Council to provide development principles in line with adopted planning policy in this key location on the north-eastern edge of the city centre. It was further updated in 2016 and broke the area down into several character zones.
- 1.3 The area has become the focus for developer interest and because of this an illustrative masterplan was commissioned and paid for by four major landowners in the area (Manchester City Council, Manchester Life Development Company, Urban Splash and Northern Group). This document provided an aspirational guide to the further development of the area based on the principles of the 2016 NDF.
- 1.4 To ensure that the NDF reflected these aspirations, a further review and update of the NDF Poland Street Zone was undertaken in 2020. This review and update took account of updated City Council strategies and adopted planning policy, and provides a framework to ensure that compatible residential and commercial development opportunities are realised, and that connectivity and access to quality public amenity space area is maximised. This document proposes 1500 new residential units can be delivered in the area.
- 1.5 The NDF highlighted the provision of supporting public realm, a clear approach to place making and connectivity through the area and a coordinated approach to parking requirements and street design as central to the NDF vision for a distinctive and successful residential led neighbourhood that meets the needs of the local community. It is now essential that the City Council establishes a coordinated approach to public realm provision in the back of Ancoats to support the work of the City Council and its partners in delivery of the wider place making ambitions.

2.0 Background

- 2.1 The area referred to as the Ancoats Phase 3 is located within the north-eastern fringe of the city centre, and forms part of the wider Ancoats neighbourhood. The area between Great Ancoats Street and Butler Street is a conservation area and is home to a number of listed and architecturally important buildings. The area is surrounded by the neighbourhoods of Miles Platting in the East, New Cross to the West, the core of Ancoats and the city centre to the south and New Islington.
- 2.2 Developer interest has for the last 20 years focused on the core of Ancoats in the area between Great Ancoats Street and Bengal Street. There are now

limited development opportunities remaining in this area. The Poland Street Zone as referred to in the NDF, also known as the Back of Ancoats, is now the subject of developer interest and represents the final elements of the regeneration of Ancoats.

- 2.3 The area is currently characterised by low value, low density light industrial units, surrounding an area of green space that has been the focus of anti-social behaviour and does not reflect the quality of open space elsewhere in the city. The breakdown of the grid street pattern in this area has resulted in there being no clear street hierarchy and consequently it is difficult for pedestrians to navigate. This is further manifested in the fact that the area suffers from being used as a “rat run” for vehicles seeking to avoid Oldham Road and Great Ancoats Street. The poor physical quality of the area is also compounded by commuter and fly parking during the day adding to traffic movements. There has been very limited new build development activity in the area as sites are unviable and unlocking their redevelopment requires a high level of public and private co-ordination.
- 2.4 The aforementioned NDF for the Poland Street zone approved in July 2020, responded to the increase in developer activity by establishing development and design principles for the area that recognised the need to establish place making objectives that underpin a public realm strategy that supports delivery of 1500 new homes and provides the infrastructure to create a sustainable urban neighbourhood.
- 2.5 A number of other sites in the neighbourhood are owned by developers, and there have been recent transactions to demonstrate further the developer interest in the locality. As such, it is now essential that the City Council moves to establish a formal public realm strategy to ensure that all future development can be delivered alongside investment in place-making to support the creation of a sustainable neighbourhood of choice with up to 1500 new residential units within the area.

3.0 Public Consultation Approach

- 3.1 In January 2022, the Executive endorsed a draft Poland Street Zone Public Realm Strategy for public consultation to be undertaken throughout February 2022.
- 3.2 The consultation programme ran from 31 January – 27 February and was resourced by staff from the City Council and public affairs consultants Counter Context.
 - A Poland Street Zone Public Realm Strategy consultation web page on the www.manchester.gov.uk website, providing details of the draft Poland Street Zone Public Realm Strategy, download links to all relevant documents, and online feedback from a dedicated email and phonenumber for comments and feedback;
 - 2,742 leaflets were sent via Royal Mail standard delivery to all land and property owners and residents within the study area, promoting the

- availability of online material and encouraging feedback;
- Two drop-in events were held on 14 February 12 – 2.30 pm and 5 – 7 pm at Halle St Peters. These were joint consultation events with the “This City” Rodney Street scheme.
- The Leader of the Council and the Executive Members for Housing and Regeneration and local Members were briefed by the Director of Growth and Development and the interim lead for the Eastern Gateway;
- A press release was circulated to relevant business pages and media organisations to promote the start/end of the consultation period and the drop in events that were scheduled;
- Social media accounts were used to promote both the online consultation and the drop in events;
- An email briefing and link to the Poland Street Zone Public Realm consultation web page was provided to key public and statutory stakeholders; including Homes England, Transport for Greater Manchester; Historic England, United Utilities, The Environment Agency, Greater Manchester Fire and Rescue Service and Greater Manchester Police;
- One to one briefing sessions were held with key Manchester City Council departments including Planning, Highways, Neighbourhoods, Park, and Public Realm team;
- One to one briefing sessions were held with developers and landowners in the area and they were also invited to attend the drop in events and the public realm consultation materials was also shared with all parties.

4.0 Public Consultation Outcomes

- 4.1 During the consultation period a total of 88 responses were received, including 81 responses from the general public, 2 responses from landowners/developers and 5 responses from statutory consultees and stakeholders.
- 4.2 Feedback from the consultation was positive, with key themes as follows:
- **Transport and Movement** - the amended street hierarchy and approach to traffic management and reduction of rat running through the area was welcomed
 - **Ancoats Green and Green Space** - improvements to Ancoats Green and the establishment of the park as the “green heart” with a clear pedestrian link to Jersey Street and the Rochdale Canal were supported, with the caveat that existing trees were retained, and the size of the green was not reduced
 - **Ancoats Mobility Hub** - there were a number of comments in relation to the Ancoats Mobility Hub, albeit not part of the consultation residents expressed some concern about the long-term use of this site in the centre of Ancoats.
 - **Amenity provision** - there was a number of comments regarding the provision of amenities in the area to reflect the areas growth and the influx of residents in recent years
 - **Trees** - concern was expressed regarding the potential of trees being

removed as a result of the strategy and there were particular comments regarding the retention of mature trees. The City Council will look to replace and replant at least 2 trees locally for every tree that may be lost

- **Crime and Anti-social behaviour** -respondents requested further information on the measures being taken to address crime and anti-social behaviour in Ancoats, including requesting further safety measures are introduced such as CCTV and more street lighting.

5.0 Adjustments to the Public Realm Strategy

5.1 In light of these comments, the Public Realm Strategy has been reviewed and the document will be strengthened where appropriate.

5.2 Overall, there was strong support for the vision and principles set out in the draft Public Realm Strategy, most notably around support for rebalancing movement towards active travel and taking decisive action to address rat-running and ensure that streets and spaces are pedestrian and cycle friendly.

5.3 Consistent with feedback received during the consultation on the draft Neighbourhood Development Framework in 2020, Ancoats Green emerged as a key issue for local people. While there was considerable support expressed for the draft strategy's recognition of Ancoats Green as the heart of the neighbourhood, there were several requests that any changes are "light touch." Ancoats Green will be protected and improved with further tree planting. The Public Realm Strategy provides a significant amount of additional, accessible, and safe green space.

5.4 The final version of the Public Realm Strategy will include an Implementation strategy for the public realm and will address the long-term stewardship of the area. The Public Realm Strategy will enable investment in open spaces for a variety of uses. Spaces will be designing to be accessible and safe. It is the intention that the Public Realm Strategy will propose a mechanism for securing sustainable contributions that will be ringfenced for public realm management and maintenance in the long term.

6.0 Delivery of the Public Realm Strategy

6.1 Accompanying the Public Realm Strategy will be a Delivery Plan that identifies a series of costed projects and interventions in a programmed schedule of activity. The City Council will determine how external Public Sector funding sources will be drawn down and allocated. Landowners, developers, and stakeholders will be engaged in the wider plan. Appropriate contributions to delivery, maintenance and long-term stewardship of this new neighbourhood will be agreed with them.

6.2 The Delivery Plan has been developed in conjunction with Planning, Highways, Neighbourhoods and Public Realm colleagues to ensure that upgrades to the public realm can be appropriated and that all works can be correctly sequenced to correlate to development activity as it comes forward.

- 6.3 Brownfield Land Funding of £4.7m has been secured for public realm works as previously reported. In addition, a further £28.069m has been agreed with Homes England. This is conditional on Her Majesty's Treasury (HMT) approval. The funding will enable the delivery of the Ancoats Mobility Hub and further offsite infrastructure.
- 6.4 A number of delivery mechanisms have been considered as part of the Public Realm Strategy to:
- Provide a framework within which public realm improvements can be programmed and sequenced with development activity.
 - Alignment of public realm works with public funding constraints to ensure drawdown and spend of funding within agreed timescales.
 - Ensure that contributions from developers can be fully maximised within the confines of existing policy and legislation (local and national); and
 - Respond to the constraints and practicalities of delivery e.g., to ensure that economies of scale are realised and that standards of construction are maintained.
- 6.5 The Delivery Plan will provide a series of costed projects and interventions to form the basis of further consultations with landowners and developers and interested parties and funding bodies. These projects will be delivered through various mechanisms including:
- Enabling Activity – the Public Realm Strategy proposes interventions that are required to take place as enabling activity to facilitate improvements across the area. The prioritisation and early programming of these activities remain critical to successful delivery.
 - Area wide projects – the Public Realm Strategy proposes a number of area wide improvements that will require a level of central coordination and commissioning.
 - Public realm works secured via planning conditions - where a development proposal necessitates improvements to the public realm, the City Council will seek to secure upgrades by way of planning conditions as part of the planning process. In these instances, the City Council will specify materials and design standards prior to the discharge of these conditions
 - Public realm works secured via planning permission – works to the public realm that fall outside of the remit of permitted development will be submitted for Planning permission. The programming of these works will be aligned to adjacent development activity and funding stream requirements

- Permitted development works – works that can be undertaken without planning permission

6.6 In many cases areas of new public realm, such as sections of pavement or carriageway, will be delivered by private developers as they bring forward their own residential or commercial schemes. To ensure such spaces are constructed to the correct quality and using the appropriate materials, officers will publish a design toolkit setting out the materials palette to be used, as well as recommendations on soft landscaping, planting, and drainage. This design toolkit will in effect form an appendix to the strategy, and it will help guide the discussions between developers and Planning Service as they bring their proposals forward through the pre-application process. By providing this clarity as to the Council's expectations, it will ensure adoptable areas are built to the correct standard and give developers greater certainty as they come to design and cost their schemes.

6.7 The aim of the Public Realm Strategy and the supporting Delivery Plan will be to provide officers with a practical toolkit to assist in the successful delivery of public realm and will form the basis of ongoing consultation with landowners and developers as part of the planning process.

7.0 Costing Strategy

7.1 The Public Realm Strategy for the Poland Street Zone, accompanying project proposal and delivery plan are supported by a series of representative cost estimates for the proposed upgrades to the public realm. The representative costs have been developed to provide a basis for grant submissions to both Homes England and Greater Manchester Combined Authority for Grant Awards for the Public Realm works and as a basis for consultation with landowners and developers.

7.2 The estimated costs for the delivery of the Public Realm Strategy have been prepared in accordance with the adopted NDF, the accompanying illustrative masterplan and the Public Realm Strategy. Subject to further amendments outlined in Section 5 of this report, the representative total cost of identified public realm projects and interventions has been calculated at c£16m. However, it should be noted that NDF and the Public Realm Strategy present only one option for a potential form of development that aligns with the core vision and development and design principles. Whilst it is envisaged that the basic proposals for the public realm articulated in this strategy will remain unchanged, the necessary mitigation measures for individual developments will be addressed on a scheme-by-scheme basis and in accordance with the Delivery Plan.

8.0 Legal Considerations

8.1 It is proposed that once adopted the Poland Street Zone Public Realm Strategy will be used as a material consideration for the City Council in considering all future planning applications relevant to the study area.

- 8.2 To note, the use of Section 106 planning obligations is only permitted when such obligations are a) necessary to make the development acceptable in planning terms, b) directly related to the development and c) fairly and reasonably related to the development in scale and kind (Section 106 TCPA 1990, regulation 122 of CIL Regulations)

9.0 Contributing to a Zero-Carbon City

- 9.1 Explain how this helps to make climate breakdown and the environment an integral part of activity throughout the Council, including all decision making?

10.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 10.1 The proposals outlined in the Poland Street Zone draft public realm strategy supports the opportunity to create a new mixed-use neighbourhood including new jobs and employment opportunities and easy access to the regional centre economy for residents.

(b) A highly skilled city

- 10.2 The Poland Street Zone will continue to provide direct employment opportunities and also meet the demand for housing from residents who wish to live close to the Regional Centre.

(c) A progressive and equitable city

- 10.3 The draft Poland Street zone public realm strategy and the approved Ancoats and New Islington Neighbourhood Development Framework offers the potential to drive forward the Manchester Residential Growth Prospectus and meeting the growing demand for new homes in the city, through the provision of high- quality neighbourhood infrastructure to serve the local community.

(d) A liveable and low carbon city

- 10.4 The vision for the Poland Street Zone is to create a high-quality sustainable neighbourhood within the extended city centre. The draft public realm strategy will support the creation of a new neighbourhood in a sustainable location, adjacent to the city centre and the range of jobs, culture and leisure opportunities contained therein.

(e) A connected city

- 10.5 The draft public realm strategy will underpin the delivery of the Ancoats Mobility Hub and promote connectivity with core public transport infrastructure across the city and the wider GM conurbation.

11. Key Policies and Considerations

(a) Equal Opportunities

- 11.1 The Poland Street Zone Public Realm Strategy and subsequent planning arrangements will all be prepared and introduced through appropriate consultations, giving all stakeholders opportunities to engage in the process.

(b) Risk Management

- 11.2 Not applicable

(c) Legal Considerations

- 11.3 The City Solicitor has been represented in all discussions relating to the development of the strategy and will continue to advise the City Council in all discussion relating to the use of S106 and developer input into the Poland Street Zone area.

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Appendix 1

Back of Ancoats – Boundary plan



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