



## **Executive**

Date: Wednesday, 17 January 2024

Time: 2.00 pm

Venue: Council Antechamber, Level 2, Town Hall Extension

This is a supplementary agenda containing additional information about the business of the meeting that was not available when the agenda was published.

### **Access to the Antechamber**

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## **Membership of the Executive**

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### **Councillors**

Craig (Chair), Akbar, Bridges, Hacking, Igbon, Midgley, Rahman, Rawlins, T Robinson and White

## **Membership of the Consultative Panel**

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### **Councillors**

Ahmed Ali, Butt, Chambers, Douglas, Foley, Johnson, Leech, Lynch and Moran

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.

## Supplementary Agenda

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|--|---|
| <b>8. Joint Targeted Area Inspection</b><br>Report of the Strategic Director (Childrens and Education)<br>attached   | <b>All Wards</b><br>3 - 30                                |
| <b>11. Former Central Retail Park (Part A)</b><br>Report of the Strategic Director (Growth and Development)<br>attached  | <b>Piccadilly;<br/>Ancoats and<br/>Beswick</b><br>31 - 40 |
| <b>12. Exclusion of Press and Public</b><br>The officers consider that the following item or items contains exempt information as provided for in the Local Government Access to Information Act and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information. The Executive is recommended to agree the necessary resolutions excluding the public from the meeting during consideration of these items. At the time this agenda is published no representations have been made that this part of the meeting should be open to the public |   |
| <b>13. Former Central Retail Park (Part B)</b><br>Report of the Strategic Director (Growth and Development)<br>attached  | <b>Piccadilly;<br/>Ancoats and<br/>Beswick</b><br>41 - 52 |

## Further Information

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

Michael Williamson  
Tel: 0161 2343071  
Email: michael.williamson@manchester.gov.uk

This supplementary agenda was issued on 12 January 2024 by the Governance and Scrutiny Support Unit, Manchester City Council, Level 2, Town Hall Extension, Manchester M60 2LA

**Manchester City Council  
Report for Information**

**Report to:** Communities and Equalities Scrutiny Committee - 9 January 2024  
Executive – 17 January 2024

**Subject:** Joint Targeted Area Inspection (JTAI) Serious Youth Violence

**Report of:** Strategic Director (Children and Education Services)

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## Summary

The purpose of this report is to inform Manchester City Council Communities and Equalities Scrutiny Committee of the findings from the recent JTAI in respect of Serious Youth Violence and next steps.

Between 25<sup>th</sup> September 2023 and 13<sup>th</sup> October 2023 Manchester was subject to the first of 6 JTAI to be carried out nationally and which will focus on Serious Youth Violence.

The inspection was led by Ofsted and involved a total of 12 inspectors from CQC (Health and Care), Ofsted (Schools and Social Care), HMPI (Youth Justice) and HMICFRS (Police, Fire and Rescue). In addition, the Violence Reduction Unit (VRU) were also engaged as a key partner.

The inspection considered 3 broad areas.

1. **Strategic Partnership responses to serious youth violence** (how well do we work together, understand and respond to issues in Manchester)
2. **Intervention with Individual and groups of children** affected by serious youth violence and criminal exploitation (how do we provide timely, purposeful and impact positively into children and their family's lives)
3. **Intervention in places and spaces** (contextual safeguarding and how we use intelligence to inform activity and disrupt)

The inspection identified the governance arrangements for Serious Violence in the city to be a strength, stating *“Effective and mature partnership arrangements between agencies are supporting a coordinated and comprehensive multi-agency response to serious youth violence. A strong learning culture enables the partnership to identify where improvements are needed and work together to address these. There is a well-understood strategy in place and much purposeful activity which is reducing risks to children... There is an increasingly strong focus on prevention and early intervention to tackle serious youth violence in Manchester. There are a significant number of innovative interventions and projects which are making a positive difference for children.”*

Inspectors described the work of Manchester's Complex Safeguarding Hub as “strong and effective.” The Hub is where police officers, social workers, health

professionals and other experts work alongside each other to identify children at risk of becoming and/or involved with serious violence/criminal exploitation and put intervention measures in place (often working with wider families as well as the individual young person) to prevent harm.

There was also recognition for the work undertaken by and in partnership with Manchester Youth Zone.

Whilst recognising the strength of Manchester's partnerships and 8 areas of strength, the report also identified 6 areas for improvement. These included enhanced multi-agency evaluation of projects to understand better how they work together as part of an overall system and more consistency in information recording and sharing between partners.

A requirement of the inspection is for a multi-agency action plan to be developed in response to the 6 areas identified for improvement.

The full report can be found at appendix 1 and 2 respectively.

## Recommendations

The Communities and Equalities Scrutiny Committee is recommended to:

1. Consider the report and the inspection findings outlined therein and explore the strengths and areas for improvement.
2. Consider and comment on the draft multi-agency plan.

The Executive is recommended to:

1. To consider the observations of the Communities and Equalities Scrutiny Committee.
2. To consider and comment on the inspection report findings and draft action plan.

## Wards Affected: All

<p><b>Environmental Impact Assessment</b> -the impact of the issues addressed in this report on achieving the zero-carbon target for the city</p>	<p>N/A</p>
<p><b>Equality, Diversity and Inclusion</b> - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments</p>	<p>Manchester's strategic planning and delivery in response to serious violence has engaged young people from a diverse range of communities and identity. Services continue to strive to improve the cultural competence in how we deliver to our children, young people and communities.</p>

	Consequently, whilst progress is evident it will remain a priority area for continued focus.
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<b>Manchester Strategy outcomes</b>	
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Effective support for young people is critical so they are diverted away from involvement with serious violence and risks are mitigated; encouraging them to connect, provide support, contribute and be part of Manchester as a thriving and sustainable City.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Ensuring our young people are given the opportunity to access immediate support enables a timely assessment of need to ensure the right support at the right time is provided.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Building a trusted relationship with young people helps builds their resilience, recover from trauma which is needed to enable their potential to be achieved.
A liveable and low carbon city: a destination of choice to live, visit, work	Improving outcomes for young people dispersed across the city helps build and develop communities
A connected city: world class infrastructure and connectivity to drive growth	It is important as a city we are responsive to ensuring our young people have high-quality opportunities and benefit so they can be successful and be an active member and contributor to Manchester City and local communities.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

N/A

### **Financial Consequences – Capital**

N/A

### **Contact Officers:**

Name: Paul Marshall  
 Position: Strategic Director Children and Education Services  
 Telephone: 0161 234 2408  
 E-mail: paul.marshall@manchester.gov.uk

Name: Samantha Stabler  
Position: Strategic Lead Community Safety, Neighbourhoods Service  
Telephone: 0161 234 1284  
E-mail: samantha.stabler@manchester.gov.uk

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

N/A

## 1.0 Introduction

- 1.1 On 29<sup>th</sup> August 2023 Ofsted published the inspection guidance/framework for a JTAI in respect of Serious Youth Violence which would focus on how the police, children's social care, education, youth offending services and relevant health services in local areas work together to address and prevent serious youth violence. The inspectorates will consider interventions with individual and groups of children to see how well agencies help them and reduce the risk of serious youth violence.
- 1.2 The JTAs will also consider multi-agency interventions in places such as parks, streets and shopping malls, where individual or groups of children are at risk, to improve safety for children and for communities.
- 1.3 On 25<sup>th</sup> October 2023 Manchester was notified it would be subject to a JTAI in respect of Serious Youth Violence, making it the first in the country to be subject to this new inspection framework.
- 1.4 In addition to individual local area reports with Manchester's being published on 30<sup>th</sup> November 2023, an overview summary of the thematic will be published. It is anticipated this will be during 2024.

## 2.0 Background

- 2.1 The inspection guidance for a JTAI which can be access via the following link <https://www.gov.uk/government/publications/joint-targeted-area-inspections-of-the-multi-agency-response-to-serious-youth-violence/joint-targeted-area-inspections-of-the-multi-agency-response-to-serious-youth-violence> outlines the national context, impact for children, families and communities impacted by serious violence and factors that can contribute to prevalence of serious violence.

## 3.0 Main issues

- 3.1 The overall findings from the JTAI in respect of Serious Youth Violence were positive identifying the following areas of strength within Manchester.
  - Robust multi-agency arrangements with clear accountabilities and a well understood strategy are leading to many children receiving a range of effective responses to address serious youth violence.
  - A significant number of innovative approaches and interventions developed and managed by the partnership are making a positive difference to children's lives.
  - A culture of professional challenge and shared learning is helping to enable improvements in practice and in the impact of services.
  - The views and aspirations of children are generally well understood. Professionals are developing a progressively more accurate, shared

understanding of children's lives and of the effect on them of experiencing serious violence and exploitation.

- A consistently strong approach to building relationships with children is supporting effective interventions to reduce risk.
- Most partner agencies have a good understanding of the range of risks from serious youth violence and criminal exploitation faced by children, and this enables them to offer a range of appropriate support aimed at reducing risks.
- An effective approach is in place for prevention and early intervention, and to support the engagement of schools. There is an increasingly good mentoring offer that is making a positive difference for children.
- The CSH delivers strong multi-agency working that, overall, provides effective expertise, advice, help and intervention for children at significant risk of serious youth violence and exploitation.

3.2 In addition, the following 6 areas were identified as areas for improvement and in response a multi-agency action plan has been developed. The delivery of this will be overseen by the Community Safety and Manchester Safeguarding Partnerships.

- How effectively the arrangements for the monitoring and evaluation of serious youth violence support the partnership in implementing its strategy.
- How well the strong strategic intent to address the disproportionate impact of serious youth violence and criminal exploitation on children from some ethnic backgrounds and those with special educational needs and/or disabilities (SEND) has been translated into positive change for children.
- The specificity and thoroughness of plans, and how effectively they are implemented, reviewed, and developed so that children get the right help at the right time.
- How consistently professionals look beyond the needs of an individual child, for whose safety or welfare there may be concerns, and consider risks to the wider group of children, such as brothers, sisters and peers associated with that child.
- The consistency with which key information is recorded and shared between partners to enable effective decision-making.
- The awareness of professionals about the range of services that are on offer to support the emotional well-being and mental health of children at risk from serious youth violence or criminal exploitation, as well as waiting times to receive therapeutic treatment as part of the core child and adolescent mental health services (CAMHS).



## **4.0 Recommendations**

4.1 It is recommended that the Communities and Equalities Scrutiny Committee:

- Consider the report and the inspection findings outlined therein and explore the strengths and areas for improvement.
- Consider and comment on the draft multi-agency plan.

4.2 It is recommended that the Executive:

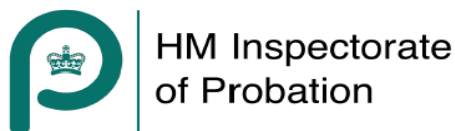
- Consider the observations of the Communities and Equalities Scrutiny Committee.
- Consider and comment on the inspection report findings and draft action plan.

## **5.0 Appendices**

Appendix 1 - Manchester's final Joint Targeted Area Inspection Report

Appendix 2 - JTAI Action Plan

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30 November 2023

Paul Marshall, Strategic Director Children and Education Directorate Services,  
Manchester City Council  
Tom Hinchcliffe, Deputy Place Lead, Manchester Heath and Care Commissioning  
Kate Green, Greater Manchester Deputy Mayor  
Stephen Watson, QPM, Chief Constable, Greater Manchester Police  
Thomas Lang, Youth Justice Head of Service, Manchester City Council  
Beate Wagner, Independent Scrutineer, Manchester Safeguarding Partnership

Dear Manchester Local Safeguarding Partnership

### **Joint targeted area inspection of Manchester**

This letter summarises the findings of the joint targeted area inspection (JTAI) of the multi-agency response to serious youth violence in Manchester.

This inspection took place from 9 to 13 October 2023. It was carried out by inspectors from Ofsted, the Care Quality Commission (CQC), His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) and His Majesty's Inspectorate of Probation (HMIP).

### **Context**

The findings in the report evaluate the effectiveness of the multi-agency response to children aged 10 and over who are at risk of or affected by serious youth violence and/or criminal exploitation. Even where the report does not specifically refer to this group of children, all findings relate to this scope.

The inspectorates recognise the complexities for agencies in intervening to address serious youth violence when risk and harm occur outside of the family home. As a consequence, risk assessment and decision-making have a number of complexities and challenges. A multi-agency inspection of this area of practice is more likely to highlight some of the significant challenges to partnerships in improving practice. We anticipate that each of the JTAIs of this area of practice that are being carried out will identify learning for all agencies and will contribute to the debate about what 'good practice' looks like in relation to the multi-agency response to serious youth violence. In a significant proportion of cases seen by inspectors, children had also experienced other forms of abuse, which reflects the complexity of the needs and risks for children.



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## Headline findings

Effective and mature partnership arrangements between agencies are supporting a coordinated and comprehensive multi-agency response to serious youth violence. A strong learning culture enables the partnership to identify when improvements are needed and to work together to address these. There is a well-understood strategy in place and much purposeful activity that is reducing risks to children. While the strategic intent is well established, in a number of areas, agreed interventions and actions are not fully embedded. For example, the commitment to child-centred policing has not yet been fully realised.

There is an increasingly strong focus on prevention and early intervention to tackle serious youth violence in Manchester. There are a significant number of innovative interventions and projects which are making a positive difference for children. Though individual evaluation processes are in place for these interventions and projects, the partnership recognises that there is no overarching approach to monitoring and evaluation in place to understand how well these initiatives work together as part of a system to tackle serious youth violence.

For children with high levels of risk and need, the complex safeguarding hub (CSH) promotes and supports an effective multi-agency response. There is a really strong commitment to relationship-based practice from professionals across the partnership which is enabling good engagement with children. Areas of practice that need to be improved include developing, reviewing and implementing effective multi-agency plans, accurate recording and information-sharing.

## What needs to improve?

- How effectively the arrangements for the monitoring and evaluation of serious youth violence support the partnership in implementing its strategy.
- How well the strong strategic intent to address the disproportionate impact of serious youth violence and criminal exploitation on children from some ethnic backgrounds and those with special educational needs and/or disabilities (SEND) has been translated into positive change for children.
- The specificity and thoroughness of plans, and how effectively they are implemented, reviewed and developed so that children get the right help at the right time.
- How consistently professionals look beyond the needs of an individual child, for whose safety or welfare there may be concerns, and consider risks to the wider group of children, such as brothers, sisters and peers associated with that child.
- The consistency with which key information is recorded and shared between partners to enable effective decision-making.



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- The awareness of professionals about the range of services that are on offer to support the emotional well-being and mental health of children at risk from serious youth violence or criminal exploitation, as well as waiting times to receive therapeutic treatment as part of the core child and adolescent mental health services (CAMHS).

## Strengths

- Robust multi-agency arrangements with clear accountabilities and a well-understood strategy are leading to many children receiving a range of effective responses to address serious youth violence.
- A significant number of innovative approaches and interventions developed and managed by the partnership are making a positive difference to children's lives.
- A culture of professional challenge and shared learning is helping to enable improvements in practice and in the impact of services.
- The views and aspirations of children are generally well understood. Professionals are developing a progressively more accurate, shared understanding of children's lives and of the effect on them of experiencing serious violence and exploitation.
- A consistently strong approach to building relationships with children is supporting effective interventions to reduce risk.
- Most partner agencies have a good understanding of the range of risks from serious youth violence and criminal exploitation faced by children, and this enables them to offer a range of appropriate support aimed at reducing risks.
- An effective approach is in place for prevention and early intervention, and to support the engagement of schools. There is an increasingly good mentoring offer that is making a positive difference for children.
- The CSH delivers strong multi-agency working that, overall, provides effective expertise, advice, help and intervention for children at significant risk of serious youth violence and exploitation.

## Main findings

Strong strategic arrangements are ensuring that partner agencies are clear about their roles and accountabilities, and this is helping the partnership to work effectively. The partnership has a shared commitment and drive for continuous improvement. The priority given to the response to serious youth violence is enabling an ever-improving multi-agency response. There is a culture of learning and challenge, which enables the partnership to identify where improvements are needed and to work together to address these. While strategic intent is strong, a number of developments, interventions and projects are not fully embedded.

The work of partner agencies to tackle serious youth violence within the Manchester local authority area is supported by the Greater Manchester Violence Reduction Unit.



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Partner agencies recognise the areas and levels of deprivation in Manchester and the consequent challenges. Manchester is the 7th most deprived local authority in England. Twenty per cent of its areas are among the most deprived 5% in England. Forty-six per cent of pupils in Manchester are eligible for pupil premium, compared with 28% for England overall.

The partnership is maintaining a largely stable workforce. Staff report feeling valued and are supported well. This stability is a key factor in how the relationship-based approach is making a positive difference for children. Staff morale is generally high. There is a good training offer, although the take-up of this remains inconsistent.

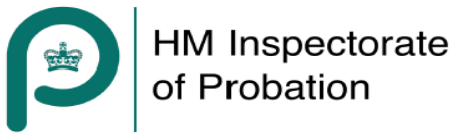
The partnership has a strong commitment to enabling children to receive a trauma-informed response from frontline staff, and this approach is becoming more embedded in practice. This is evident in the effective approach of professionals in considering and understanding the difficult and complex abuse which is a feature of the lives of many of the children reviewed during the inspection. Across the partnership, there is a general recognition that serious youth violence and child criminal exploitation are safeguarding and child protection issues. Although this underpins the strategic developments, this is not always communicated as consistently and explicitly as it could be to all frontline staff and projects, which means it is not always fully translated into practice.

The Community Safety Partnership (CSP) has developed a serious violence board that is working collaboratively with Manchester Safeguarding Partnership (MSP) to ensure that there is an effective focus on children affected by serious youth violence.

The partnership is delivering a broad range of effective interventions. This includes an increasing focus on prevention and early intervention. The partnership recognises the challenge of different short-term funding arrangements and are responding to this by working to coordinate the range of projects available to children and their families. For example, Engage is a project that is becoming more embedded and brings together a number of interventions and projects to meet children's needs at an early stage.

Agencies have recognised that they need to further strengthen how effectively they intervene with those children most vulnerable to serious youth violence and exploitation. One of the ways this is going to be addressed is through the commissioning of a programme which will focus on working with children who have been involved with the Youth Justice Service for a prolonged period. In addition, the CSP has increased the number of children who they are working with who are at risk of serious youth violence.

The MSP's focus on serious youth violence and exploitation is well supported through the complex safeguarding subgroup. The MSP has clarity about its role and has acted



as a 'critical friend' challenging and influencing the work of the CSP, helping to ensure that children are central to the work. For example, the learning and challenge through the MSP enable an improved understanding of the impact of frontline practice and the identification of areas for development.

There is more to do in relation to the partnership's role in monitoring the impact of the work being undertaken about serious youth violence. Although individual projects are evaluated, there is not yet a more overarching approach to evaluation. The partnership has recognised this and is working to improve data and intelligence so there can be a more holistic understanding and more effective monitoring of serious youth violence. The partnership's strong commitment to address the disproportionate impact of child criminal exploitation and serious youth violence on children from some ethnic backgrounds and those with SEND has not yet been realised.

The Greater Manchester Violence Reduction Unit (VRU) works collaboratively with, and offers effective support to, the Manchester partnership in improving the response to serious youth violence. The VRU has identified where it can support the partnership to deliver interventions and develop strategy more effectively, including through delivering proactive public awareness campaigns to reduce serious youth violence.

Working with its partners, Greater Manchester police lead a number of initiatives that respond to child criminal exploitation and serious youth violence. The police chair fortnightly partnership meetings, sharing information and intelligence, and deliver a coordinated approach in order to meet children's needs and address risks, while also considering criminal justice approaches, as well as other diversionary outcomes. Partners work well together to understand all aspects of serious youth violence and develop effective local strategies, to avoid the unnecessary criminalisation of children.

The important role of the community and voluntary sector in addressing serious youth violence is well understood in Manchester, and most organisations report feeling valued as partners. They are listened to and are enabled to inform and challenge practice. This means they feel part of a culture that is about 'everyone doing the right thing for the child'.

The partnership's commitment and investment in the community-led initiatives approach is positive. However, the potential of these approaches to support the partnership's strategic aims is not always maximised due to a lack of consistently sufficient governance, and support and training for those who work in these initiatives.



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In Manchester, 61% of children are from ethnic minority groups. The partnership has a good understanding of the diverse needs of the communities in Manchester. Active engagement with communities is helping to ensure that their views and concerns about serious youth violence are progressively well understood. The partnership has taken some important steps to seek the views of children. For example, a self-evaluation process was carried out in a reflective conversation with 26 children who were known to the youth justice service and affected by serious violence. This focused on their experiences of health, education, police and youth justice services. There has also been engagement with children through the annual safeguarding conferences. While such individual initiatives are positive, there is no current ongoing programme of engagement with children to inform practice and strategic development more systematically.

Although not rolled out across all schools or embedded in practice, partners are developing a process to introduce more effective information exchange between the police and education providers in relation to children at risk of serious youth violence. This is a positive initiative, although its impact is necessarily limited at this stage.

When children are referred to the Advice and guidance Service (AGS) as a result of concerns about serious youth violence or exploitation, the social workers contact the CSH for advice and consultation, which is supporting effective decision-making about next steps. Initial safety planning is generally completed well with the parents to address immediate risks to children.

When children meet the criteria for a service from the CSH, they are allocated a worker immediately so that their risks can be assessed promptly. Children benefit from very regular visits from practitioners who see them frequently. For many children, these visits and the interventions undertaken are making a positive difference. However, the full impact of this work is not always evident. The purpose and aims of the work are not always explicit in recording and in sessions with children.

Risk assessments are detailed and thorough and are updated at least every six months or when children's circumstances change. This enables an effective understanding of risks to children. Although children's views are recorded as part of the risk assessment, these are brief and do not always bring alive the child's voice or lived experiences in a collaborative way. This can limit children's investment in the direct work and clarity about their experiences and understanding of risk.

District social workers make appropriate referrals to CSH when children's risks of serious youth violence or criminal exploitation are identified. Just under half the children referred to the CSH are not accepted for allocation and assessment. For those children who do not meet the criteria, clear recommendations are made by the CSH for follow-up work, such as mapping, direct work, and referrals to other services.





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The criteria and rationale for not undertaking a CSH assessment are not always clear and some of the decision-making is inconsistent with children's level of risk. For some children, the follow-up work is not completed by the allocated social worker in the district team. This means some children do not get the support or intervention required to address their risks.

When incidents happen out of hours, the Emergency Duty Service (EDS) responds promptly to assess children's needs and risks, to liaise with other agencies such as police and health practitioners, and to provide any necessary immediate support, before handing over to daytime services. Child protection strategy meetings are held when appropriate with the police and health practitioners to agree immediate safety planning.

For children who are arrested and held in police custody, police contact EDS for a discussion about the need for, and availability of, a suitable specialist placement that meets the criteria set out in the Police and Criminal Evidence Act (PACE). Police and local authority staff sometimes disagree about the need for a PACE placement. When local authority staff think a PACE placement is appropriate for a child, police do not always agree. In these situations, the police make the final decision. Children's access to such placements is also limited due to a lack of availability. This means there are a few children who remain in custody overnight inappropriately.

For children with more serious or complex risks of extra-familial harm, including from serious violence and criminal exploitation, district social work teams use the My Safety Plan process to plan interventions and monitor progress. Through three-monthly conferences chaired by child protection chairs, this process ensures that for these children there is close oversight and monitoring of work with them and their progress. Children's plans are also reviewed at monthly multi-agency meetings that are well attended by relevant professionals and families, ensuring robust monitoring. Although My Safety Plans are a positive development, there is not a consistency of understanding about which is the right plan to use: a child in need, child protection or My Safety Plan for children at risk of serious youth violence. This lack of clarity risks not always getting the best benefit from different planning processes.

Children and their families benefit from the tenacity of professionals in building and maintaining relationships. This leads to good engagement with children and their families. When plans and interventions are complex, often involving multiple agencies, professionals work well together, ensuring that children and their families do not need to work with too great a number of different professionals. Instead, children and their families are able to work with those professionals who are best placed to work with them. These professionals have positive relationships and coordinate and deliver services on behalf of the wider partnership. For a small number of children, there is a focus on relationship-building over a long period of time, but there is little evidence of positive change being achieved as quickly as children need.



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Children's plans are not always specific, comprehensive or responsive to changing need, and this limits how effectively they can be used to monitor the completion of agreed actions and the progress that children are making. Good working relationships between agencies, a shared commitment to getting it right for children and generally stable staff groups across all agencies mitigate this weakness in plans. However, this does mean that progress is not always timely for all children. The number of different plans for some individual children does not result in all agencies having a clearly understood set of actions. Children's education, health and care (EHC) plans are not consistently taken into account in the planning and intervention for children who are at risk of serious youth violence and criminal exploitation.

The risks of criminal exploitation and serious youth violence to brothers and sisters and peers associated with the individual child subject to statutory intervention are not always identified. Key information is not consistently recorded or shared between partners for these children. This means that for these children, risks are not always identified as early as they could be. There is also a missed opportunity to fully involve other agencies, such as primary care services.

Health practitioner capacity within the AGS, CSH and school nursing is insufficient. Leaders are aware of the capacity issues, and commissioning meetings are taking place to increase capacity. At the time of the inspection, this means health assessments and the analysis of children's needs are not always completed in a timely manner or by an appropriate health professional, and so the full level of the risk posed to children may not always be sufficiently understood.

Girls are underrepresented in referrals to the CSH, in relation to known levels of need. This underrepresentation is particularly true of girls who are black or of mixed heritage. The partnership is aware of this and has begun work aimed at understanding the causes of this underrepresentation and improving the identification of girls who are at risk.

Youth Justice staff undertake holistic assessments of risk, safety and well-being. Health panels now take place routinely for all children. The meetings are attended by an educational psychologist, the drug and alcohol service and other health professionals. Case planning forums support the timely exchange of information, assisting youth justice staff in their assessment of the risk and vulnerability of children affected by serious youth violence and child criminal exploitation. Staff are tenacious and a creative approach is promoted by the management team and embraced by staff. There is access to mentors from a variety of services, and this is especially valuable in providing ongoing help when a child's intervention ends.

Out of Court Disposal processes allow agencies to work together to identify children who are at risk of, or affected by, serious youth violence, including children who are exploited. Partners work together to intervene at the earliest opportunity to provide the appropriate help to children and, where possible, divert them from the criminal justice system. Children have access to range of targeted interventions to meet their needs and are supported to engage with services.



The North West Ambulance Service has committed to strategic involvement with the VRU and has been progressive in developing a lead on serious youth violence, while also undertaking joint work with partner agencies. This has shown a positive impact through the work of the Safe Street model, where the ambulance service, police, Metrolink and schools work together to deliver training and awareness work to children about exploring street safety and the impact of serious youth violence.

Children receive a high standard of coordinated care when attending the emergency trauma departments. A multi-agency approach is taken to the immediate management and planning of the next stage of care for children. The trauma centres work closely with the police to manage the safety of children. This is enabling the care and safety of children to be well managed by the agencies.

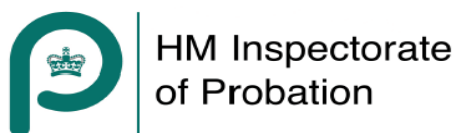
Children accessing the drug and alcohol service receive good child-centred support from staff who place an emphasis on developing trusted relationships. Risk assessments are comprehensive and include markers for serious youth violence. Links between drug and alcohol services for adults and children are helping to ensure that children needing help due to parental substance misuse are identified and supported.

Children benefit from the Oasis Navigator service, which supports them to process their experience and consider ongoing help to reduce risks of serious youth violence. The service provides sensitive support to families and an effective advocacy approach for children.

Speech and language support is strong, and most schools, including alternative provision, have provided focused training for teaching staff. This is helping to ensure that speech and language needs are identified, and early intervention and targeted support are provided, at an early stage.

CAMHS is offering an increasingly community-based approach, for example through offering emotional health and well-being support to children via its hubs and in schools and alternative education provision. This provides positive help and engagement with children presenting at the lower end of disruptive behaviour. Professionals are not sufficiently clear about the services that are on offer to support children's emotional and mental health. Professionals do not consistently receive updates from CAMHS regarding referrals received, plans for care or outcomes from interventions. As a consequence, children do not always receive the right help at the right time.

Many children at risk of serious youth violence and criminal exploitation who have emerging mental health needs, have social communication needs and/or are neurodiverse wait too long to receive the CAMHS core offer of therapeutic treatment. The impact of this delay is not mitigated by a targeted approach to the needs of children on the waiting list.



Criminal investigations of serious youth violence and criminal exploitation are well supervised and managed by the police. Investigators appropriately consider the impact of criminalisation in cases involving children and their wider safeguarding needs. Outcomes are appropriate and Crown Prosecution Service advice is sought when relevant to ensure that correct decisions are reached. Police referrals are routinely submitted when children's needs are assessed. These referrals often capture their vulnerabilities well and are shared in a timely way.

The local agencies, in partnership with the VRU, have developed an approach through 'Engage panels' to identifying children at an earlier stage who may be at risk of serious violence but are not involved with statutory services. This is to enable children to get support and intervention at the right time. A wide range of services attend the panels to provide help for these children across the three districts in Manchester. Children can be referred from a number of different agencies. The police make appropriate and timely referrals to the Engage panel. However, when the referral is made by other agencies, it is not always clear from police systems that a child had been referred to Engage or the outcome of the panel. This does not support the police in decision-making for children. Children who are referred to Engage have an offer of help from a range of services.

Schools and other education providers receive good training and guidance related to serious youth violence and to the criminal exploitation of children. This enables school staff to recognise when children might be at risk of serious youth violence. Schools are aware of the range of agencies who can provide help for these children. Schools communicate effectively with these agencies to access this support when necessary.

There are clear procedures for the sharing of important information when children transfer from primary school to secondary school, or to alternative provision. This information is typically used well, for example, to ensure the continuity of support for vulnerable children.

For some children at risk of serious youth violence and criminal exploitation, attendance at school is not given sufficient priority, including at the time of the critical transition point at age 16.

Children at risk of serious youth violence are increasingly provided with mentors in some schools. Those who attend alternative provision receive additional effective support. Education and awareness-raising in relation to knife crime and being safe in their communities have taken place across primary schools.

A good range of innovative projects are being developed in Manchester. For example, Manchester Early Help Service has developed a partnership with an organisation that works in Black and ethnic communities to protect and safeguard children from abuse, modern slavery and exploitation, and to support parents whose



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children are at risk of criminal exploitation and serious youth violence. The development was in response to the overrepresentation of Black and mixed-heritage boys affected by serious youth violence. The service provides early help and parenting support, including one-to-one and group work and awareness-raising. This is having a positive impact for children and their parents.

### **Practice study: highly effective practice**

Professionals from a range of agencies worked well together to understand why a young teenage child, Child A, was routinely carrying a knife. The combination of the information-sharing and assessment and good engagement with Child A by a range of agencies revealed that the child was frightened of some of the older children who lived in their area. Child A felt that they had no one to help keep them safe. The neglect Child A had experienced was a significant factor. The family live in overcrowded conditions and Child A didn't feel that there was space for them at home. After being chased by some older children, Child A became so worried about being in the community that in order to avoid those older children, their attendance at school reduced. Child A said they were carrying a knife to keep safe.

Professionals' shared understanding of this, and of the range of help available to children and families, enabled them to agree what was needed to improve their situation, and they are working together with Child A and their family to improve the child's safety. The relationship the child has developed with workers has helped them to understand that they are valued. Work has started to improve the child's relationship with their mum and is helping her to understand how Child A is feeling and the important role she has in making her child feel loved and safe. Child A has moved to a new education provision. The education provision is providing the child with a safe space to go to every day, and their attendance has improved. Child A's mum is being helped to apply to move to a new house with more space for the family. As Child A is vulnerable to exploitation, work is being done to help the child to recognise risks, and to ensure that support is in place to help to keep them safe. As a result of the carefully planned and coordinated work, this child's life is more stable, they have structure, and they have people to talk to and to support them. Child A is making friends and knows that if they are scared or worried, that there are a range of people to help them. Significantly, Child A has made the decision to no longer carry a knife, and this is keeping them and others safer.



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### **Practice study: area for improvement**

When critical information is not shared, and assessments are completed in isolation, professionals are not able to help children effectively. This was the case for Child B, who was attacked and violently assaulted by a group of other children. Agencies did not know all of the factors that may have led to his assault, and, as a result, they were not in a position to take all the actions they could have to reduce the risk of harm for Child B. There had been minimal communication with primary care and CAMHS by children's services, which meant that not all professionals were aware of the risks and what support was being provided. Opportunities for professionals to understand wider risk and need had been missed. Incidents had been seen in isolation without sufficient consideration of the child's history, their family and community, and so contextual risks were not fully understood. The lack of a comprehensive and dynamic assessment and plan means that the child has not accessed the right help at the right time.

The risks to Child B's sibling of child exploitation and serious youth violence were not identified, shared or acted on fully with all relevant partners. Child B is struggling to access school and their EHC plan is not central to meeting their needs so that they can access education.

Having shared information, professionals are now better able to work together to provide Child B with more effective multi-agency support.



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### **Places and Spaces: highly effective practice**

The Youth Zone's provision in the north of the city delivers a range of effective interventions to children and families. There is good communication and information-sharing between the services, both operationally and strategically, and shared visions and aims. They have a good understanding, and a collective management, of children's risks within the local community and work well together to find ways to increase safety. There is a shared aim to prevent and reduce serious youth violence through engagement with children both in and out of the centre, and by building intelligence to identify potential incidents such as planned fights and county line runners. This leads to preventative action that safeguards children.

Safeguarding is viewed as a collective community responsibility, and awareness-raising takes place across the community, including with transport providers, supermarket security staff and takeaways, as well as across a range of small grassroots charities and groups. The youth zone has a full-time designated safeguarding lead, a risk register and effective behaviour plans for any children considered to present a risk to others within the centre.

The youth centre reaches a broad range of children. The partnership recognises that those children who do not access the service are harder to reach and are more likely to be at greater risk. Outreach support is flexible in terms of the localities it is provided to, and this helps to identify hotspots and respond creatively. However, there is no youth outreach after 8pm at night, which is a recognised gap.

Children's views and feedback help to shape services. Their views are gathered through a variety of activities, such as focus groups, outreach workers, and a youth voice video that has been shared with professionals.

The impact of this is that children report feeling safer in parks and open spaces when the detached youth workers are around and when using public transport at night. Children feel hopeful due to opportunities provided in the youth zone and through social action. They also report feeling respected and supported due to the trauma-informed practice model and the tenacity of youth workers building trusted relationships with children over time.



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## Next steps

We have determined that Manchester local authority is the principal authority and should prepare a written statement of proposed action responding to the findings outlined in this letter. This should be a multi-agency response involving the individuals and agencies that this report is addressed to. The response should set out the actions for the partnership and, when appropriate, individual agencies. The local safeguarding partners should oversee implementation of the action plan through their local multi-agency safeguarding arrangements.

Manchester local authority should send the written statement of action to [ProtectionOfChildren@ofsted.gov.uk](mailto:ProtectionOfChildren@ofsted.gov.uk) by 9 March 2024. This statement will inform the lines of enquiry at any future joint or single-agency activity by the inspectorates.

Yours sincerely

**Yvette Stanley**  
**National Director Regulation and Social Care, Ofsted**

**Dr Sean O'Kelly BSc MB ChB MSc DCH FRCA**  
**Chief Inspector of Healthcare, CQC**

**Wendy Williams, CBE**  
**His Majesty's Inspector of Constabulary and Fire & Rescue Services**

**Sue McAllister CB**  
**His Majesty's Inspector of Probation**



# Manchester JTAI Serious Violence Action Plan

Glossary of Terms

- CYP – Children and Young People
- EHCP – Education, Health and Care Plan
- MSP – Manchester Safeguarding Partnership
- CSP – Community Safety Partnership
- GMP – Greater Manchester Police
- CAMHS – Child and Mental Health Service
- CSC – Children Social Care
- &I – Learning and Improvement
- VRU – Violence Reduction Unit

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<b>Manchester JTAI Serious Violence Action Plan</b> (November 2023)					
Ref	What needs to improve/ACTION	What will the impact be and how will we know	Evidence of progress	Lead Agency/Officer and Timescale for completion (*end of respective month)	
<b>1. How effectively the arrangements for the monitoring and evaluation of serious violence support the partnership in implementing its strategy.</b>					
<b>1.1</b>	Develop an evaluation framework that includes feedback from young people and scorecard to monitor the	Informed decision making through a dynamic response to serious violence that measures both	Clear performance and assurance arrangements to measure progress against	Sam Stabler - Community Safety Partnership (CSP) via the Multi-Agency	

Appendix 3, Item 8

	progress and impact of the Serious Violence Strategy.	experience and outcomes for children affected.	key milestones and impact of Serious Violence Strategy	Serious Violence Board, and Greater Manchester Violence Reduction Unit <b>May 2024</b>
<b>1.2</b>	Ensure that evaluation of effectiveness is incorporated within routine interactions with CYP across the Partnership, using engagement mechanisms such as the Youth Participation Framework	The views of CYP (Children and Young People) inform evaluation of contacts/interventions that services have with them which will drive up effectiveness of work to support them in achieving outcomes.	Young people's views/feedback are routinely used alongside performance reporting.	All agencies with the Community Safety Partnership. <i>(Assured by the MSP)</i> <b>April 2024</b>
<b>1.3</b>	Increase use of Youth Participatory models of engagement with young people	The voices of children/young people whose voices are less well heard will be amplified and involved in decision making and are confident self-advocates.	Agencies can provide examples of how a youth participatory approach is embedded in practice.	All agencies with the CSP <b>April 2024</b>
<b>2. How well the strong strategic intent to address the disproportionate impact of serious violence and criminal exploitation on children from some ethnic backgrounds and those with special educational needs and/or disabilities (SEND) has been translated into positive change for children.</b>				
<b>2.1</b>	EHCP are used to inform multi agency child in need, child protection or my safety plan, and clearly identify the vulnerability, education and health need to be addressed in the plan  <i>(See also Action 3.1)</i>	Partners will collaborate effectively so that any barriers are removed in order that CYP are supported in attending school and achieving expected outcomes, including progression to Education, Employment or Training at post-16. This includes children with identified SEND needs, those with an EHCP and children who may be affected by disproportionality.	For all children known to Children's social care with issues regarding Serious Violence who have an EHCP, there is evidence that the plan identifies the child's specific need and vulnerability to the risk of serious violence and this is incorporated in the child in need, child protection or my safety plan	Education/Manchester ADQ/Health/CSC <b>May 2024</b>

			Audit conducted by Complex Safeguarding Team	Complex Safeguarding Team/MSP SEG <b>June 2024</b>
Cross Ref Action	<b>See also Action 3.1 (Review practice/operational guidance)</b>			
<b>2.2</b>	Evaluate the current data and audit of 100 children's experiences and develop a regular cycle.	A continually deepening understanding of the experiences of children from global majority communities to continually inform practice and strategic planning.	Initial results will provide a baseline against which progress and impact can be measured.	Community Safety Partnership <b>Feb 2024 and annually thereafter</b>
<b>2.3</b>	Child Centred Policing Strategy and Manchester Plan to have a cross-cutting regard to children's cultural, religious and ethnic identity.	It is expected there will be a reduction in the over-representation of black and mixed heritage within the criminal justice system.	Regular reporting and assurance arrangements via Manchester's governance arrangements (CSP and MSP).	Chris Downey, Superintendent GMP <b>(Dates as in CCPS)</b>
<b>2.4</b>	MSP to commission training for multi agencies partners on culturally competent safeguarding children and adults practice. An expectation of this training will be that partners would implement learning into their own agencies	An increase in knowledge, skills and abilities of staff across the partnership and city.	Impact Survey completed to evaluate effective of training in improving agency practice  MSP Section 11 audit includes a standard to demonstrate cultural competency practice	Ruth Speight, Co Chair, MSP Learning & Improvement Group  Training commissioned <b>February 2024</b>  Training included on training offer calendar <b>April 2024</b>
<b>3. The specificity and thoroughness of plans, and how effectively they are implemented, reviewed and developed, so that children get the right help at the right time.</b>				
<b>3.1</b>	Childrens services, along with relevant partners, to review practice and operational guidance that	Greater consistency in planning with children and their families including the needs of brothers/sisters and contribution	Routine reporting arrangements within CSC.	Sean McKendrick/Relevant partners from Health, GMP, Education

	supports specificity and thoroughness of plans for children.	of all agencies and decision making using the QAF, sampling and supervision		<b>May 2024</b>
Cross Ref Action	<b>See also Action 2.1 (EHCPs)</b>			
<b>4. How consistently professionals look beyond the needs of an individual child, for whose safety or welfare there may be concerns, and consider risks to the wider group of children, such as brothers, sisters and peers associated with that child</b>				
Cross Ref Action	<b>See Action 3.1 (Review practice/operational guidance)</b>			
<b>5. The consistency with which key information is recorded and shared between partners to enable effective decision-making</b>				
Cross Ref Action	<b>See Action 3.1 (Review practice/operational guidance)</b>			
<b>5.1</b>	<p>All agencies to ensure that their information sharing practices meets the requirements of the MSP Information Sharing Protocol.</p> <p>MSP Information Sharing Agreement is shared across the partnership through the L&amp;I subgroup for discussion at multi agency safeguarding forum and implementation across agencies.</p>	Information is shared appropriately between partners where there are safeguarding concerns and throughout support provided to a child, young person or family	<p>Agencies to take any actions (e.g dissemination of protocol, advice to managers/practitioners) that ensure staff are aware of and comfortable with using the Protocol in practice.</p> <p>MSP Safeguarding Fora minutes to reflect multi agency review of MSP Information Sharing Agreement discussions</p> <p>MSP Section 11 audit to evaluate application of MSP Information Sharing Agreement</p>	<p>MSP (Via Executives and L&amp;I subgroup)</p> <p><b>February 2024</b></p> <p>L&amp;I subgroup</p> <p><b>January 2024</b></p> <p>Annual Audit (via Safeguarding Executive Group)</p>

				January 2024	
<b>6. The awareness of professionals about the range of services that are on offer to support the emotional well-being and mental health of children at risk from serious violence or criminal exploitation, as well as waiting times to receive therapeutic treatment as part of the core child and adolescent mental health services (CAMHS)</b>					
<b>6.1</b>	7 Minute Briefing (MB) is produced and shared across Partnership about what is on offer around serious violence	There is increased awareness across the partnership and practitioners and managers have a clearer view of what is out there/available, knowledge and awareness.	7 MB is produced and shared across the partnership	CSP/MSP/VRU <b>February 2024</b>	
<b>6.2</b>	In areas where clarification may increase understanding, communication is produced and shared across the partnership setting out <ul style="list-style-type: none"> <li>• CAMHS – capacity, clinical pathways and timescales. (Health) (<i>See also Action 6.3</i>)</li> <li>• Engage (GMP)</li> <li>• Thrive (Health)</li> <li>• Risks and services available for girls (CSC)</li> </ul>	Agencies and practitioners working with CYP at risk from serious violence or criminal exploitation and who need support with well-being and mental health have a clear understanding of expectations, referral times and processes, pathways and outcomes.	Health, GMP (and any others identified where clarification would be helpful) produce and disseminate clear, concise guidance which is shared across partnership via the MSP Information Bulletin.  Awareness, Impact and understanding will be tested via MSP s11 audit process.	Manchester ADQ/Health, GMP <b>February 2024</b>  <b>MSP annual report 2024/25</b>	
<b>6.3</b>	Child and Adolescent Mental Health Service (CAMHS) will develop a communication strategy and deliver a communication campaign inc	There is increased awareness across the partnership and practitioners and managers have a clearer view of what is out	Communication strategy developed and delivered	Al Ford Director of CAMHS Manchester University NHS Foundation Trust (MFT)	

	timescales for referrals and response, with development Jan – Mar 2024 and delivery from April and ongoing,	there/available, knowledge and awareness.		Strategy developed <b>March 2024</b>  Strategy communicated/delivered from: <b>April 2024</b>
<b>6.4</b>	Develop a pilot project to enable Neurodevelopmental Risk stratification - prioritizing vulnerable groups e.g., young people connected to the Youth Justice system.	Prioritization of vulnerable groups to receive therapeutic treatment as part of the child and adolescent mental health services (CAMHS)	Neurodevelopmental Risk stratification priorities vulnerable groups	Al Ford Director of CAMHS  Manchester University NHS Foundation Trust (MFT)  Pilot developed <b>April 2024</b>  Roll out/Offer Launch, starting: <b>April 2024</b>
<b>6.5</b>	Develop a waiting well (while you wait) offer for children and young people awaiting a CAMHS appointment.	Additional service offer whilst children and young people await CAMHS appointment	Additional support offer is provided whilst children and young people wait for core offer	Al Ford Director of CAMHS  Manchester University NHS Foundation Trust (MFT)  <b>April 2024</b>

**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 17 January 2024

**Subject:** Former Central Retail Park Update and Land Disposal (Part A)

**Report of:** Strategic Director – Growth & Development

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### Summary

This report provides the Executive with an update on progress for the redevelopment of the Former Central Retail Park site. The report informs Members of proposals to dispose of approximately half of the site for redevelopment by the Government Property Agency (GPA). The report on Part B of the agenda outlines the confidential commercial terms of this transaction.

### Recommendations

The Executive is recommended to:

- (1) Note the progress made on bringing forward Phase 1 of the Former Central Retail Park development.
  - (2) Note the terms of the arrangements for the disposal of the Phase 1 site to the Government Property Agency for the redevelopment of this part of the site.
- 

**Wards Affected:** Piccadilly, Ancoats and Beswick

<b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city	The updated and approved Former Central Retail Park Strategic Regeneration Framework (SRF) has responded to the Council's aim of achieving zero-carbon targets through plans for the creation of a highly sustainable office campus, together with green space and leisure uses, complementing surrounding developments. The revised SRF has improved connectivity, increased green space (including a new public park at the centre of the site) and biodiversity, and will aim to achieve the highest standards of sustainable design. The revised SRF also aligns with the city's active travel aspirations, to provide attractive and safe walking and cycling routes for visitors and residents.
<b>Equality, Diversity and Inclusion</b> - the impact of the issues addressed in this report in meeting our Public Sector	The Former Central Retail Park will provide a range of job, skills and leisure opportunities available to all local residents from across the city. Enhanced connections will be provided to surrounding communities, to enable them to take advantage of

Equality Duty and broader equality commitments	<p>the opportunities offered on the site and in the wider area beyond.</p> <p>Consistent with the principles adopted in the latest SRF, the proposals will provide significant new public realm, accessible to all, providing wellbeing opportunities to all residents, workers and visitors. In addition, there is a commitment to ensure that design standards throughout the development will comply with the highest standards of accessibility.</p>
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<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>The proposals contained within the revised Former Central Retail Park SRF will bring forward commercially-led development that will contribute to the creation of jobs within the area, diversifying the economy and activating large key sites connecting to the wider city centre.</p> <p>The proposals will be a catalyst for regional investment through supporting infrastructure, innovation, and people, providing a significant boost to the future economic growth for the local area and the region.</p>
A highly skilled city: world class and home-grown talent sustaining the city's economic success	<p>The proposals contained within the revised Former Central Retail Park SRF will provide additional commercial space to meet demand from existing and newly established businesses, thus creating and sustaining employment opportunities within this area of the city centre. The proposals will deliver a range of new high quality employment opportunities through the design, construction, and occupation of the scheme, for local residents including through apprenticeships and training opportunities. The GPA Campus will have a focus on jobs in the fast growing digital sector, linking to related courses taught in schools and higher education establishments across Manchester, helping to make them accessible to local people.</p>
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	<p>The proposals contained within the revised Former Central Retail Park SRF could create a business hub that is a vibrant and attractive destination for all business sizes, thereby helping to also meet existing office demand from local businesses and allowing them to grow. The scheme will attract substantial financial investment which will deliver</p>



	positive socio-economic changes for Ancoats and New Islington and Manchester as a whole, providing opportunities for people and local businesses. With several thousand workers based in the new offices, the development will support local businesses through increased expenditure in the local economy.
A liveable and low carbon city: a destination of choice to live, visit, work	The revised SRF responds to the Council's commitment to deliver zero carbon growth and sets out the intention of creating a sustainable neighbourhood with strong connections to public transport infrastructure. Enhanced active travel routes, increased green space and biodiversity, and improved public realm will be part of these measures.
A connected city: world class infrastructure and connectivity to drive growth	The revised SRF proposes to deliver extensive new public realm, with new attractive and safe walking and cycling routes, connecting to the surrounding area.

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

Equal Opportunities Policy  
Risk Management  
Legal Considerations

### **Financial Consequences – Revenue**

There are no direct revenue implications for the City Council arising from this report.

### **Financial Consequences – Capital**

The disposal will result in a significant capital receipt payable to the Council upon completion of the sale.

### **Contact Officers:**

Name: Rebecca Heron  
Position: Strategic Director – Growth & Development  
Telephone: 0161 234 5515  
E-mail: [rebecca.heron@manchester.gov.uk](mailto:rebecca.heron@manchester.gov.uk)

Name: Pat Bartoli  
Position: Director of City Centre Growth & Infrastructure  
Telephone: 0161 234 3329  
E-mail: [pat.bartoli@manchester.gov.uk](mailto:pat.bartoli@manchester.gov.uk)

Name: David Lord  
Position: Head of Development  
Telephone: 0161 234 1339  
E-mail: [david.lord@manchester.gov.uk](mailto:david.lord@manchester.gov.uk)

Name: Jason Scott  
Position: Principal Project Lead – Legal & Democratic Services  
Telephone: 07989 380847  
E-mail: [Jason.scott@manchester.gov.uk](mailto:Jason.scott@manchester.gov.uk)

### **Background documents:**

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.

- Ancoats and New Islington Neighbourhood Development Framework, report to Executive 29 October 2014;
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework, report to Executive 14 December 2016;
- Central Retail Park, Executive, 13th September 2017;
- Eastlands Regeneration Framework, Executive, 24th July 2019
- Draft Central Retail Park Development Framework – February 2020
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework – Poland Street Zone, report to Executive 3 July 2020
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework, report to Executive 12 February 2020
- Former Central Retail Park – Updated SRF, report to Executive 14 December 2022
- Former Central Retail Park – Updated Strategic Regeneration Framework, report to Executive 22 March 2023
- Former Central Retail Park Strategic Regeneration Framework, March 2023

## **1.0 Introduction**

- 1.1 On 22 March 2023, the Executive approved a revised Strategic Regeneration Framework (SRF) for the former Central Retail Park (FCRP) on Great Ancoats Street, following a public consultation exercise. This report provides Members with an update on progress made following the approval of the SRF and sets out high level details of the proposed arrangements for the disposal of half of the site, for the delivery of the first phase of redevelopment.

## **2.0 Background**

- 2.1 The FCRP is a 10.5-acre site located to the north-east of the city centre, bounded by Great Ancoats Street, Old Mill Street, Hugh Oldham Way, and the Rochdale Canal. The redevelopment of the site is a long-standing strategic priority for the city, having been acquired by the Council in 2017, following a report to the Executive, with the intention of bringing forward a highly sustainable, commercially-led district, to meet the growing space requirements for new and existing businesses. As set out in the report in 2017, the Council is committed to securing a return on its investment both financially, and, in the longer term in accordance with the Council's wider economic and regeneration objectives for this area. In achieving this objective, the Council is now looking to dispose of 5 acres for best consideration, in accordance with section 123 LGA 1972, as set out within this report and the Part B report, also on this agenda.
- 2.2 In line with the objectives for its purchase, the FCRP is a key strategic employment site, with the potential to provide significant jobs and economic growth to benefit the residents of the city. The overall vision within the updated Former Central Retail Park SRF, approved in March 2023, is to create a high-quality, sustainable office district, with a significant amount of attractive public realm at its centre, connected to the wider community. The proposed public realm would incorporate green space and planting, providing a safe environment that promotes well-being for local residents, new office employees, and visitors. It will also contribute to the city's green space network through its interface with Cotton Field Park and the enhanced green spaces within the Ancoats Public Realm Strategy, in particular Ancoats Green and the public realm surrounding this. The updated SRF also responds to a requirement from the GPA to create a digitally focused office campus, the "Manchester Digital Campus", for various Civil Service departments, housing several thousand jobs.

## **3.0 Progress on development of FCRP**

- 3.1 Since the publication of the SRF, the Council has been negotiating with GPA to secure the first phase of development on the FCRP site. An agreement has now been reached to secure the delivery of the first phase, a "Manchester Digital Campus" (please see the plan at Appendix 1 showing the phases), consistent with the principles set out in the agreed SRF. This agreement shows a significant commitment to, and confidence in, the city, and is a big step towards achieving the objectives of the SRF to support regeneration and economic growth by securing regional investment; creating new high quality employment opportunities; providing new offices; and creating pedestrian connections.

- 3.2 The development of the first phase would be for circa 5 acres and has the potential to accommodate up to 7,000 full time jobs, with a significant proportion being recruited locally in Manchester. Complementary ground floor commercial and amenity uses (e.g. shops and cafes) and surrounding public realm would also be provided.
- 3.3 The delivery of the first phase would provide the catalyst to deliver the overall SRF, which will lead to significant socio-economic benefits, in line with the Council's objectives, in particular those included within the Manchester Economic Strategy. These benefits include:
- **New employment opportunities** - The proposal will deliver a range of new employment opportunities through the design, construction, and occupation of the development, providing significant opportunities for local residents including apprenticeships and training opportunities.
  - **Variety of high quality office spaces** - The proposals across the whole SRF area will make a significant contribution to the Council's policy to deliver over 20 million sq. ft (circa 1.85m sq.m) of new office floorspace by 2037. This will strengthen the city's economy, further enable its growth agenda, and help to meet existing office demand from local businesses, allowing them to grow.
  - **High quality new public realm and improved connectivity** – central to the SRF proposals is the delivery of extensive new public realm, including a new public park, and new attractive and safe routes connecting the site to the rest of New Islington and East Manchester and to the rest of the city centre.
  - **New retail and leisure facilities** – A range of new independent and national retail and leisure facilities will be promoted to serve both local residents and the office workers, proving a new and exciting offer and associated employment opportunities.
  - **Investment** - The scheme will attract substantial financial investment which will deliver positive socio-economic changes for Ancoats, New Islington and Greater Manchester as a whole, providing opportunities for people and local businesses.
  - **Regional investment** - Securing investment from the GPA would be a significant boost to the future economic growth for the local area and the region.
- 3.4 Alongside this, the Council has recently appointed a design team for the new park, demonstrating the commitment to deliver this major new local green space as soon

as it is practical to do so. Concept designs for the park are currently being developed and will be subject to consultation at an appropriate stage.

- 3.5 It is anticipated that a planning application will be submitted for the redevelopment of the phase 1 site during the summer of 2024, and that the Council will aim to bring forward a planning application for the park in parallel. Further work needs to be carried out to determine the most appropriate phasing options for the park and phase 2 of the development, to ensure they can be delivered safely and with minimum disruption and cost. The Council is also starting to consider options and timings for procuring a development partner for the phase 2 land.

#### **4.0 Land Purchase Agreement with GPA**

- 4.1 The key terms of the agreement with GPA for the sale of the phase 1 land for redevelopment are outlined in the Part B report included with this agenda.
- 4.2 The agreement is for the disposal of the Council's freehold interest to the Secretary of State for Levelling Up, Housing and Communities for circa 5 acres of the site, subject to the granting of planning permission, for the delivery of over 800,000 sq ft of new build Grade A office buildings for occupation by Government departments and wider public sector bodies. This will enable the creation of up to 7,000 jobs. The value of the disposal has been independently assessed and verified for both parties.
- 4.3 Provisions are included in the terms for the sale to account for the development not commencing, or being partially completed, including arrangements for the Council to re-acquire the site if appropriate, to maintain control of its future development.
- 4.4 It also sets out the permitted uses of the site, the expected environmental standards and compliance with social value policies.

#### **5.0 Conclusions**

- 5.1 The updated Former Central Retail Park SRF is part of a wider set of plans for the development of Ancoats, including the delivery of significantly upgraded and extended green space at Ancoats Green. The SRF vision is to create a high-quality, sustainable office district with an attractive public realm at its centre, delivering significant socio-economic benefit to the city and the local community. The GPA proposals for the Manchester Digital Campus are consistent with the adopted SRF principles and will be instrumental in delivering the Council's objectives.
- 5.2 The important progress made to date in securing an agreement with the GPA for the development of phase 1 of the site will provide significant new job opportunities and new facilities for local people. It provides investment and confidence in the city, contributing to its continued growth. Work has also recently commenced on the design for the new park, as a central component of the overall redevelopment of the site.

## **6.0 Legal Considerations**

- 6.1 Section 123 of the Local Government Act 1972 gives a local authority the power to dispose of land in any manner they wish. The only constraint is that the disposal must be for the best consideration reasonably obtainable (unless the Secretary of State consents to the disposal). In accordance with section 123, the only considerations which can be taken into account are those of commercial or monetary value to the Council.

## **7.0 Recommendations**

- 7.1 The recommendations are set out at the front of this report.

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Millimetres  
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1 : 1000  
Indicative Site Boundary Plan


P1	05/01/2024	DRAFT FOR DISCUSSION	DA	NB	NB
Rev.	Date	Description	By	Chk'd	App'd
Drawing Suitability					Status


**SNC-LAVALIN**  
 Member of the SNC-Lavalin Group  

**ATKINS**

The Exchange  
 3 New York Street  
 Manchester  
 M1 4HN  
 Tel: +44 161 245 3400  
 www.atkinsglobal.com  
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Client

  
**Government Property Agency**

Project Title  
**GPA MANCHESTER DIGITAL CAMPUS**

Drawing Title  
**FCRP SITE PLAN**

Scale	Designed	Drawn	Checked	Authorised
1 : 1000	AG	DA	NB	NB
Original Size	Date	Date	Date	Date
<b>A1</b>	JAN 24	JAN 24	JAN 24	JAN 24
Drawing Number	Revision			
<b>MSIP-ATK-XX-00-DR-A-001006</b>	<b>P1</b>			

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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