



Executive

Date: Friday, 3 July 2020

Time: 2.00 pm

Venue: Virtual Meeting - Webcast at https://manchester-public-i.tv/core/portal/webcast_interactive/485346

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

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

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

Membership of the Executive

Councillors

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

Membership of the Consultative Panel

Councillors

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

The Consultative Panel has a standing invitation to attend meetings of the Executive. The Members of the Panel may speak at these meetings but cannot vote on the 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 6 June 2020 (to follow).
- 4. St Mary's Parsonage - Strategic Regeneration Framework**
The report of the Strategic Director - Growth & Development is enclosed.

Deansgate
5 - 30
- 5. NOMA Strategic Regeneration Framework Update 2020**
The report of the Strategic Director - Growth & Development is enclosed.

**Deansgate;
Piccadilly**
31 - 44
- 6. First Street Development Framework Addendum 2020**
The report of the Strategic Director – Growth & Development is enclosed.

Deansgate
45 - 64
- 7. Co-living in Manchester**
The report of the Strategic Director - Growth & Development is enclosed.

All Wards
65 - 74
- 8. Greater Manchester Clean Air Plan - Tackling Nitrogen Oxide Exceedances at the Roadside - Outline Business Case**
The joint report of the Deputy Chief Executive and the City Solicitor is enclosed.

All Wards
75 - 100
- 9. Refresh of the Ancoats and New Islington Neighbourhood Development Framework – Poland Street Zone**
The report of the Strategic Director - Growth & Development is to follow.

**Ancoats and
Beswick;
Miles Platting
and Newton
Heath**
- 10. Capital Programme Update**

All Wards

The report of the Deputy Chief Executive and City Treasurer is **to follow**.

11. **COVID-19 Monthly Update Report**

All Wards

The report of the Chief Executive is **to follow**.

Information about the Executive

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

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

The Council wants to consult people as fully as possible before making decisions that affect them. Members of the public do not have a right to speak at meetings but may do so if invited by the Chair. If you have a special interest in an item on the agenda and want to speak, tell the Committee Officer, who will pass on your request to the Chair. Groups of people will usually be asked to nominate a spokesperson. Speaking at a meeting will require a telephone or a video link to the virtual meeting.

The Council is concerned to ensure that its meetings are as open as possible and confidential business is kept to a strict minimum. When confidential items are involved these are considered at the end of the meeting and the means of external access to the virtual meeting are suspended.

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

Further Information

For help, advice and information about this meeting please contact the Committee Officer:
Donald Connolly
Tel: 0161 2343034
Email: d.connolly@manchester.gov.uk

This agenda was issued on **Thursday, 25 June 2020** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Lloyd Street Elevation), Manchester M60 2LA

**Manchester City Council
Report for Resolution**

Report to: Executive – 3 July 2020

Subject: St Mary’s Parsonage - Strategic Regeneration Framework

Report of: Strategic Director - Growth & Development

Summary

This report informs the Executive of the outcome of a public consultation exercise with local residents, businesses and stakeholders, on the draft Strategic Regeneration Framework (SRF) for the St Mary’s Parsonage area, and seeks the Executive’s approval of the SRF.

Recommendations

The Executive is recommended to:

1. Note the outcome of the public consultation on the draft SRF for the St Mary’s Parsonage area, and subsequent suggested revisions to the draft SRF.
 2. Subject to the views of the Executive, approve the Strategic Regeneration Framework for the St Mary’s Parsonage area and request that Planning and Highways Committee take the framework into account as a material consideration when considering planning applications for the area.
-

Wards Affected

Deansgate

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city
<p>The area will benefit from the opportunity to create carbon neutral buildings of the highest standard of energy efficiency. Alongside this, refurbishing and redeveloping the area’s existing heritage buildings provides the opportunity to significantly reduce their carbon footprint, which contribute towards the city’s carbon reduction targets.</p> <p>The framework sets out proposals which would support the reduction of vehicular traffic in the area and promote the city wide modal shift towards active modes and sustainable public transport, aligned with the ambitions of the emerging City Centre Transport Strategy. It is proposed that this will be achieved by reducing vehicular parking, both on street and in multi-storey car parks, and by rebalancing the hierarchy of streets within the area, towards more pedestrian and cycling friendly routes.</p>

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>Development at St Mary's Parsonage will see the creation of a thriving and sustainable neighbourhood, which fully embraces Manchester's zero carbon ambitions and builds on the strength of existing residential and business communities.</p> <p>High quality, commercially-focused development will create a critical mass of activity and a range of jobs within key employment sectors such as financial and professional services, creative and digital and media, development will also create opportunities for innovation and enterprise.</p> <p>The potential for new hotel accommodation will further stimulate the growth of the city as a popular visitor destination and provide a range of employment opportunities.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>The implementation of the St Mary's Parsonage SRF will support the growth of a range of different businesses, and provide opportunities for a diverse workforce. The delivery of new Grade A commercial space will attract major new organisations to the area, and with it create a variety of employment opportunities. As proposals are further refined the commercial offer within the St Mary's Parsonage neighbourhood will be tailored to meet market demands.</p> <p>Additionally, the development of new retail and leisure outlets will appeal to both new and existing SME's seeking to relocate, in addition to Manchester residents seeking a new vibrant neighbourhood in which to launch a new enterprise. It will also provide a range of jobs in the retail and leisure sector.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The framework has been developed to align with adjacent approved regeneration frameworks to ensure development is complementary, accords with existing planning policy and takes a holistic view of a key city centre neighbourhood. These frameworks include the Ramada Complex, St Michael's, Spinningfields and St John's which will collectively deliver significant transformation to this part of the city centre.</p> <p>The framework details the addition of high quality</p>

	<p>public realm which includes river side access and routes, alongside new commercial and leisure amenities. This will help to ensure the area is a popular neighbourhood of choice to live, visit and work.</p> <p>Developers will be encouraged to seek a fresh and differentiated retail offer to that already available, set apart from the adjacent shopping areas, focused around an area for craft, culture and a 'made in Manchester' type branding.</p> <p>Enhancing existing routes and connection will underpin the delivery of new development in this neighbourhood. Additionally, the jobs created will be highly accessible to Manchester residents in this city centre location.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The St Mary's Parsonage area represents a major opportunity to support key policy issues in the city's emerging City Centre Transport Strategy and the Draft Zero Carbon Framework 2020-2038.</p> <p>New development within the area will benefit from the opportunity to create carbon neutral buildings of the highest standard of energy efficiency. Alongside this, development will provide the opportunity to enhance the area's existing historic buildings and, through refurbishment, reduce their carbon footprint.</p> <p>Improvements to the two areas of public space (Parsonage Gardens and Motor Square) will allow for the activation of the spaces and enhance the amenity of the adjacent buildings. Further improvements to the environment through waste management, servicing and removing the area's use as a vehicular through route will make it a cleaner and more pleasant environment for active transport. This will be supported by introducing new links to the River Irwell and reducing the amount of vehicular parking within the area.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The vision for the area is to establish a clearly definable and cohesive city centre neighbourhood, recognised by its distinctive character and sense of place. Development will be commercially-led, consistent with its current function, and anchored by high quality public space at its heart. The area will also provide a range of leisure and retail facilities which will help to create a vibrant</p>

	<p>destination in the city centre, making it a place where people choose to live, work, relax, socialise; and crucially a place where all Mancunians have the ability to share in the long term success of the area.</p> <p>St Mary's Parsonage is located within a short walking distance of a number of key transport hubs in the city centre and Salford. These include both Manchester Victoria and Salford Central stations, with bus connections including the bus priority scheme adjacent to the neighbourhood, and Metrolink services a short walk away at both St Peter's Square and Exchange Square.</p> <p>The SRF prioritises active modes of transport and improved pedestrian connectivity, which will deliver enhanced linkages to surrounding neighbourhoods and city centre districts including the Retail Core, NOMA, the Medieval Quarter and Spinningfields. The new and enhanced public spaces will significantly improve the environment of this part of the city centre. The area is also located adjacent to Deansgate, a main arterial route within the city centre.</p>
--	--

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None directly from this report.

Financial Consequences – Capital

None directly from this report.

Contact Officers:

Name: Louise Wyman
Position: Strategic Director - Growth & Development
Telephone: 0161 234 5515
Email: louise.wyman@manchester.gov.uk

Name: Pat Bartoli
Position: Director of City Centre Growth & Infrastructure
Telephone: 0161 234 3329
Email: p.bartoli@manchester.gov.uk

Name: Dave Roscoe
Position: Deputy Director of Planning
Telephone: 0161 234 4567
E-mail: d.roscoe@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 officers above.

- Medieval Quarter Masterplan – June 2016
- Ramada Complex Strategic Regeneration Framework – May 2018
- Report to the Executive – The Ramada Complex, Deansgate – 7 March 2018
- Report to the Executive – The Ramada Complex, Deansgate – 30 May 2018
- Report to Economy Scrutiny Committee 10 October 2019 and to Executive 16 October 2019 Revised City Centre Transport Strategy
- Report to the Executive – St Mary’s Parsonage Strategic Regeneration Framework – 12 February 2020
- Draft St Mary’s Parsonage Strategic Regeneration Framework – February 2020

1.0 Introduction

- 1.1 On 12 February 2020, the Executive endorsed, in principle, the draft SRF for St Mary's Parsonage and requested that the Strategic Director for Growth and Development undertake a public consultation in relation to it. This report summarises the outcome of the public consultation on the draft SRF.

2.0 Background

- 2.1 The St Mary's Parsonage SRF area is located in the heart of the city centre, bound by Deansgate, Bridge Street and Blackfriars Street. The site boundary is appended to this report (Appendix A).
- 2.2 As set out in the February 2020 report, the SRF seeks to refocus the priorities of the area in order to establish St Mary's Parsonage as a clearly definable and cohesive city centre neighbourhood, with a distinctive character and sense of place. The proposals set out the ambition to create a city centre destination adding an attractive mix of uses which will support the area to thrive. Transformational development, which has been delivered at Spinningfields over the past two decades and is now in development at St John's, are located immediately adjacent to the SRF area to support the opportunity presented at St Mary's Parsonage.
- 2.3 In addition to creating a unique and strong sense of place and delivering a diverse mix of uses that will support the city centres growth, regeneration will see the creation of significant new commercial development. Much of this will be predicated on the redevelopment of existing buildings which are currently unoccupied or underutilised, in addition to repurposing others to meet modern occupier requirements and safeguard their long term future use. This commercially-led development will provide significant new and sustainable office space in a highly accessible location, making a major contribution to the city's economy over the next 15 years.
- 2.4 The SRF has been produced in collaboration with a number of the major landowners in the area, who will deliver the priorities of the SRF cooperatively. This will enable a holistic and coordinated approach towards regeneration, which will ensure development is aligned and complementary to the overarching vision for the neighbourhood.
- 2.5 The SRF area has been categorised into three character zones, the boundaries of which are shown in Appendix B. These zones are; King Street, Albert Bridge and North Parade, and have been identified as a result of master planning and heritage analysis.
- 2.6 The St Mary's Parsonage area represents a major opportunity to support the city's climate change strategy. This can be achieved through reducing vehicular traffic, improving green and blue infrastructure, and sustainable development to support the city's zero carbon targets. The draft SRF, and the early landowner discussions which have informed the framework, have all been shaped by the adopted environmental policy standards, as detailed

proposals are developed within the SRF area. Focusing on local solutions to deliver a strong approach towards addressing the Climate Change Emergency, declared by the Council, will ensure Manchester retains a strong economy.

3.0 The Consultation Process

- 3.1 Consultation letters were sent out to 1,172 local residents, landowners, businesses, and stakeholders, informing them about the public consultation, and how to engage in the process. The SRF was made available on the Council's website, and comments were invited.
- 3.2 The consultation opened on 13 March 2020, shortly after which, lockdown measures were implemented in response to Covid-19. To ensure all stakeholders had sufficient opportunity to comment on the framework, the consultation was extended by a further four weeks. The consultation closed on 22 May 2020, following a ten-week period of consultation.
- 3.3 A presentation was delivered by the authors of the SRF to a local residents group on 4 March 2020, providing information about the proposals and signposting attendees on how to participate in the consultation.

4.0 Consultation Comments

- 4.1 The City Council has received 20 responses via email. The breakdown of respondents is as follows:
- One response from a landowner
 - A joint response from the Deansgate Ward Councillors
 - One response from a resident management company
 - Three responses from statutory stakeholders
 - Fourteen responses from local residents
- 4.2 Seven local residents and a landowner noted their overarching support for the framework citing that regeneration is much needed to unlock the unrealised potential within the area.
- 4.3 The resident management group welcomed the recognition that their residential building is a key component and consideration within the framework, and the opportunity to engage on the development proposals at early stage.
- 4.4 The Deansgate Ward Councillors issued a joint response to the consultation. This welcomed the SRF, and provided support for its efforts to improve the pedestrian experience, promote active travel, enhance green spaces, improve the local public realm, and create a coherent identity for St Mary's Parsonage.
- 4.5 Whilst a significant proportion of respondents noted their support for the draft proposals, many also set out specific comments for review, which are categorised and captured below.

4.6 Highways & Traffic Management

- 4.6.1 Current vehicular traffic causes a range of issues including; anti-social driving, and at peak times, standstill traffic along St Mary's Parsonage. This causes noise nuisance, littering from vehicles and significant air pollution.
- 4.6.2 Ward Councillors and a number of residents noted that the draft SRF accurately articulates the issue of vehicles 'rat-running'. They unequivocally support the aspiration to restrict vehicular routes, creating a European-style, pedestrianised space, caveated with the understanding that vehicular access remains for local residents, servicing and deliveries. A single respondent also added that the area from Bridge Street/Princess Street down to Manchester Cathedral should be made traffic free to provide an improved pedestrian experience along Deansgate and improve air quality.
- 4.6.3 Ward Councillors welcomed the enhancements to pedestrian connectivity and improved links between existing open spaces, feeling that these connections could include new tree lined routes and the creation of new green micro-spaces.
- 4.6.4 The intention to improve pedestrian connections at Trinity Bridge was specifically supported by Councillors, who referenced the unwelcoming current layout, which could be improved by soft landscaping and additional trees.
- 4.6.5 Councillors and three residents support the aspiration to remove surface car parking and deliver development which is car free, aside from the provision of accessible spaces.
- 4.6.6 A single resident referenced the need for overnight parking for those living in the area.
- 4.6.7 Councillors, the residents group and two local residents commented on the highway surfacing composition within the SRF area. Utility works has resulted in highway repairs using mismatched materials. Street design should consider this issue and seek to mitigate it. One respondent suggested the creation of a cobbled street once vehicular use of the highway is restricted, whilst another suggested that the pavement incorporate removable panels, which could be lifted up for works and replaced when the works are completed.
- 4.6.8 The additional "high quantum" of cycle parking proposed is noted as positive by both a resident and Ward Councillors.
- 4.6.9 TfGM responded to the consultation to request ongoing dialogue as proposals are developed, to ensure development is aligned with the City Centre Transport Strategy.

4.7 Public Realm & Streetscape

- 4.7.1 The framework accurately details issues of disrepair, underuse, and lack of coherent public realm landscaping. Parsonage Gardens is referred to as an important and tranquil city centre green space which provides a place for relaxation, socialising and play.
- 4.7.2 It was highlighted that interest is currently being sought from local residents to establish a 'Friends of Parsonage Gardens' group, and this should be noted in the SRF, along with a commitment for further consultation with this group on any changes to the Gardens or their immediate setting.
- 4.7.3 Four respondents referenced that litter has a detrimental impact on the attractiveness of Parsonage Gardens. Increased regular litter picking, public bin collections and scheduled garden maintenance, would enhance the quality of public space and could initially be supported by the Friends of Parsonage Gardens group. Two respondents commented that Parsonage Gardens feels unsafe, with issues relating to rough sleeping and drug use. Increased policing would have a positive impact on these issues. A single respondent added that similar to other green spaces, Parsonage Gardens should be gated and locked at night to prevent antisocial behaviour and vandalism.
- 4.7.4 A number of residents, a landowner and the Ward Councillors highlighted the importance of creating an overarching public realm strategy, which includes street furniture, materials and a maintenance strategy.
- 4.7.5 The principles for Motor Square were entirely positively received. Respondents mentioned the spaces unrealised potential to become vibrant and well used.
- 4.7.6 The city centre has limited green space, and all opportunities to deliver new spaces should be should explored. As there are no vacant plots within the SRF area to deliver additional public green space, opportunities that could be explored include:
- Green architecture within new development.
 - New tree planting and micro-green spaces within existing plots.
 - Existing green space must be protected, along with existing trees mapped and protected through tree preservation orders as part of the process of developing the SRF document.
- 4.7.7 The aspiration to provide enhanced river side access was cited as positive. A single respondent felt that the need for riverside access, and preserving the site lines, along the length of the Irwell should be set as paramount within the SRF.
- 4.7.8 Five respondents felt that the streetscape currently lacks identity which detracts from the amenity of the area and its heritage buildings. It was added that the pedestrian experience, connectivity and active street frontages within the area could all be improved.

4.8 Architecture, Development Heights & Density

- 4.8.1 Five respondents supported the proposal to demolish and redevelop Albert Bridge House, with the residents group adding that the site would be appropriate for a landmark development. Conversely a single respondent stated that this building should be retained mistakenly adding that it has Grade II listed status. Heritage Buildings should be retained and new development should deliver development of the highest quality, and architecture in keeping with the historic surrounding buildings rather than contemporary design.
- 4.8.2 The images used on pages 61 and 83 of the framework are unappealing and not aligned with the character of St Mary's Parsonage, whilst the image on page 65 is attractive.
- 4.8.3 Ward Councillors agreed with the zoned differentiation of appropriate building heights, on the basis that: the development around Parsonage Gardens is proposed to be mid-rise, consistent with existing buildings; Motor Square is appropriately characterised within the SRF as a low rise area; and proposals for Alberton and Cardinal House sites step down from Albert Bridge House and reflect the height of Century Buildings, giving regard to the privacy of residents. The residential management company added that they believe taller buildings within the vicinity of Parsonage Gardens, and overlooking Century Buildings would result in a loss of privacy, sunlight to the gardens and damage the visual texture of the area.
- 4.8.4 The residents group raised concern that proposals for additional height at Alberton and Cardinal House would be expected to reflect the height of the modern extension on the north side of Century Buildings. Currently Cardinal House is not overlooked by the modern extension to Century Buildings which comprises a floor to ceiling glazed façade. The relationship of these 2 sites must be fully assessed, especially in relation to noise, privacy and overlooking of the existing residential development.
- 4.8.5 Additionally, the residents group acknowledged the importance of the future use of the Kendal Milne building. However, the group indicated concern relating to extending the existing rooftop to deliver three additional storeys. This response noted that the building already has an extra 2 floors at the rear, which are visually poor and these should be the focus of redevelopment without further expansion.
- 4.8.6 A statutory consultee commented that the phrasing within the SRF positions the conservation of heritage assets as subservient to the requirement to improve the energy efficiency and carbon emissions of buildings.
- 4.8.7 Paragraph 6.54 appears to focus on sites which do not positively contribute to the character and appearance of the area, and new development enhancing this. The SRF should reference the role and positive contribution of other existing architecture within the area.
- 4.8.8 Explanation as to how the key views detailed within the SRF were identified would be welcomed and would add greater weight to this section of the SRF.

- 4.8.9 There is a discrepancy relating to Reedham House, between what is illustrated as the listed building in the framework and the actual listing.
- 4.8.10 Providing delivery timescales for Reedham House and No.3 St. Mary's Parsonage would be pertinent as there would be heritage benefits in securing the sensitive reuse of these buildings.

4.9 Water Management

- 4.9.1 United Utilities, who are a statutory consultee for city centre developments, provided a response detailing specific comments relating to water management
- 4.9.2 United Utilities have significant water and wastewater infrastructure passing through the SRF area.
- 4.9.3 The City Council should direct developers to United Utilities prior to any land transactions or the preparation of any planning application, taking advantage of their free pre-application service for applicants to agree drainage strategies and water supply requirements.
- 4.9.4 A small element of the SRF area, along the River Irwell, falls within a flood zone. Careful consideration should be given to the design of development to mitigate this. The framework should seek to increase flood resilience and acknowledge the need to follow the hierarchy of drainage options for surface water in the National Planning Policy Guidance.
- 4.9.5 The landowner collaboration on the SRF is welcomed, however it would be preferable that this is part of a legally binding framework that details water management. Sustainable surface water management should also be a consideration of each landowner in their site specific Climate Change and Sustainability Action Plans.
- 4.9.6 Sustainable surface water management should be a strong theme captured within the SRF. The principle of sustainable surface water management should be embedded with other development principles. Design and landscaping of sites can make significant contributions to reducing surface water discharge.
- 4.9.7 The SRF should encourage the use of SuDS as a way to reduce surface water run-off, both above-ground SuDS, and innovative measures such as green roofs.
- 4.9.8 The impact on the public sewerage system should also be considered, including the use of grey water recycling and the redirection of surface water to the River Irwell.
- 4.9.9 It is noted that development sites within the SRF area are principally on previously-developed land. The SRF principles should set out how the

redevelopment of these sites will achieve a significant volume reduction of surface water discharge.

4.10 Waste Management & Street Cleansing

- 4.10.1 A number of respondents felt that litter is a major issue within the area at present. Specific reference was given to cigarette litter generated by office building occupiers, and litter hotspots on Parsonage Lane, the corner on Blackfriars and the bus stop on Blackfriars.
- 4.10.2 Poor existing commercial waste management and storage was referenced by both Ward Councillors and residents. These stakeholders commented that the framework accurately captures the issues currently experienced on College Land, Southgate, Back South Parade, Dunlop Street, Garden Lane, Smithy Lane, and Back Bridge Street.
- 4.10.3 It was felt that the Council requires better powers to control commercial waste disposal, as the current range of private contractors isn't producing a satisfactory result. Commercial waste bins are often overfilled and contribute to the litter in the area. The SRF should note that commercial bins presented on the public highway should be regularly cleaned and well maintained. It was suggested that a commercial waste management strategy for the collective area, similar to what the Council has implemented around St Ann's Square and Circus off Portland Street would help to reduce issues.

4.11 Development Uses

- 4.11.1 Three respondents commented that mixed use development in disused buildings would enhance the area. These respondents also support the aspiration to develop a unique and independent retail and leisure offer. One respondent added that to facilitate this, developers should have an affordable rent strategy with a second respondent suggesting creating gallery space and developing the area as an artistic quarter.
- 4.11.2 Ward Councillors, the residents group and two individual residents commented that development around Parsonage Gardens and along St Mary's Parsonage would not be appropriate for late-night entertainment uses including clubs, bars or venues with outdoor music. Respondents raised specific concern regarding the term "24/7 uses" as they felt new late night restaurants or bars would exacerbate existing issues with night time economy businesses experience by residents.
- 4.11.3 The residents group raised concern that any development of retail and hotels will have an adverse impact on the area, resulting in increased noise, roof bars, late licences and taxis.
- 4.11.4 Two residents felt that further development would destroy the character of the area, and questioned the requirement for commercial development, citing a range of unoccupied commercial developments in the city centre.

4.11.5 Conversely, two separate respondents supported increased commercial development and street activation, but suggested this should be located around the livelier Motor Square, rather than Parsonage Gardens.

4.11.6 The landowner respondent requested that the SRF referenced that appropriate use should be considered on a site by site basis and account for constraints and viability.

4.12 Sustainability

4.12.1 The Ward Councillors welcomed the framework's overarching commitment to support the city to become zero carbon by 2038, whilst adding the following specific comments:

- The commitment outlined within the 5-year environment plan for Greater Manchester for zero carbon development by 2028 is neglected.
- This plan commits to assessing the viability of connecting new developments to heat networks. Therefore, the viability of connecting new buildings in this area to existing or planned heat networks should be assessed.
- Individual development sites should consider micro-energy generation and other innovations, in addition to building materials and designs which are low carbon or no carbon.

4.13 The SRF & Consultation

4.13.1 Councillors and a number of residents welcomed the opportunity provided to review and comment on the document. The Ward Councillors requested that this continued with a commitment to:

- Engage with Councillors, local residents, and active local civil society groups, to inform the landowners' development of a Public Realm Strategy. This engagement should also include residents who live in the surrounding areas, including at St Ann's Square and in Spinningfields.
- The chance to consult on individual developments as they are brought forward in the SRF area.

4.13.2 A statutory consultee requested the reorientation of certain plans included within the SRF.

4.14 Miscellaneous

4.14.1 The growth of the Christmas markets has resulted in additional noise, litter and pavement obstructions along King Street. The markets should be contained in St Anne's Square and Albert Square, similar to the arrangement in Vienna.

4.14.2 Kiki's member's club is permanently closed, and therefore the businesses signage should be removed.

4.14.3 The landowner response noted the landowner led collaborative approach towards development, and requested to be kept informed of the development of this partnership as they may wish to form part of this group at the appropriate time.

5.0 Response to comments

5.1 The following section provides detailed comments in response to the points raised by respondents.

5.2 Highways & Traffic Management

5.2.1 In restricting general vehicular traffic, it is envisaged that this will support the aspiration to create well connected spaces which prioritise active modes of transport. It is acknowledged that retaining service and resident's access would be essential to serve the businesses' trading and those living in the area.

5.2.2 The creation of an area wide public realm strategy is included as a requirement of the SRF, and this will be fed into by the landowner group who have also inputted into the preparation of the SRF as a whole. The area wide public realm strategy will ensure a holistic approach is taken to the enhancement of streetscape, green infrastructure and public spaces. This strategy will inform the approach that is taken to the detailed design and extent of delivery of public realm in respect of individual development plots, and support landowners to develop future planning applications, as they are brought forward by landowners and developers. The framework cannot detail specific planning requirements. This needs to be dealt with through the planning process.

5.2.3 Existing residential parking provision will remain unaltered with 24/7 access retained. The area is well connected to public parking provision, including at Blackfriars, Spinningfields, and New Bailey.

5.2.4 The Council is committed to becoming zero carbon city by 2038. How people travel to and around the city centre will play a fundamental role in successfully realising this. Currently a range of initiatives are being considered which encourage and prioritise sustainable modes of transport. A pilot was announced in April 2020 which will restrict vehicular use of Deansgate between King Street West and Blackfriars Street. Initially this will facilitate the easing of post Covid-19 lockdown measures allowing people to follow social distancing guidance. However, this pilot will provide the opportunity to look at long term options for the highway in this location, aligned with the emergent City Centre Transport Strategy.

- 5.2.5 Currently Bridge Street and Princess Street both function as key bus routes into the city centre, and any changes to the function of these streets would need to be considered as part of a bus routing strategy.
- 5.2.6 For approval to be granted, highway repairs undertaken following utility works must use like for like materials. Many of these materials weather over time therefore new bituminous road surface will look different to old road surface when first installed, however this will gradually become less so as it weathers. Specifically, modular surfaces are particularly expensive to maintain and can look even worse following utility works due to the structure of the modular pavement becoming affected.
- 5.2.7 The Council will continue to engage with TfGM to ensure alignment with the emerging City Centre Transport Strategy, and officers are already involved in the development of the strategy.

5.3 Public Realm & Streetscape

- 5.3.1 Any issues relating to crime, drug use, general litter or concerns around rough sleeping should be reported into the Council, via the Council's website, to ensure that can be investigated as required and action taken as appropriate. The area wide public realm strategy will establish principles that seek to enhance street level pedestrian and cycle activity in order to increase natural surveillance. Detailed planning applications will be expected to address matters of safety and security in and around their site boundaries and Greater Manchester Police Design for Security Team will be consulted during pre-application stages.
- 5.3.2 The SRF will be updated to capture the current ambition to establish a Friends of Parsonage Gardens, and, subject to its formation, the need for the group to be engaged as a key stakeholder for any public realm proposals for the gardens or development proposals that affect its setting.
- 5.3.3 The comment which suggests the gating of the gardens is noted and understood; however, the path through the gardens also forms an important route through the area, and gating the gardens at certain times would result in the loss of this connection. Options for the future management of this space and measures which mitigate the likelihood of the space being misused will be considered as part of the public realm strategy.
- 5.3.4 The potential opportunity to create a riverside walk was considered by landowners and the design team throughout the preparation of the draft SRF. As indicated within the draft SRF, there is an aspiration to improve access to the river and its feasibility will be considered as part of development proposals that are located adjacent to the river. In this respect, any new development adjacent to the river will need to take account of the foundations, easements and existing condition of these retaining structures, subject to detailed feasibility assessments.

5.4 Architecture, Development Heights & Density

- 5.4.1 Albert Bridge House is not listed. The building's design and layout is constrained, due to its inefficient floorplate. At ground level, substantial remodelling and regrading of land to address the severance and separation experienced between the existing building and St Mary's Parsonage, would also require major investment, making re-development unviable. The building is environmentally inefficient, which conflicts with the city's carbon neutral targets and creates substantial operational costs for occupiers. Overall, the building fails to meet modern commercial occupier requirements, and refurbishment would not adequately address the issues. The site provides a transformational opportunity for a gateway landmark development that significantly improves pedestrian and cycle permeability at street level through enhanced connections, including improved connection to the pedestrian bridge across the River Irwell. Redevelopment of the site will also enable the delivery of large floorplate commercial floor space to meet demand, and facilitate the delivery of new high quality public realm for the benefit of all users of the SRF area.
- 5.4.2 The SRF identifies a key objective to revitalise the area with new architecture, replacing those buildings that are no longer fit for purpose, whilst respecting listed buildings. The effect on the character of the Conservation Area and the setting of listed buildings will be key considerations to address as part of any planning applications. It will also be essential for development to contribute towards the enhancement and animation of the public green space in order to help revitalise the Conservation Area.
- 5.4.3 The SRF also highlights that the overall design of new development should be of the highest quality and demonstrate that it contributes to the varied architectural character of the area, and is specifically adapted to its context, by creating a cohesive group of buildings, with an individual expression and vitality.
- 5.4.4 The images reference on pages 61, 65 and 85 within the SRF document are included only as indicative examples of the principles being discussed. They are not representative of any development design.
- 5.4.5 The comments receive regarding building heights are noted. The draft SRF provides overarching guidance on height considerations across the area. Future development proposals will be required to achieve a very high quality of design that is considered within its townscape and heritage context. Future planning applications will also be required to be supported by assessments of environmental and amenity impacts, including noise, privacy, sunlight and daylight
- 5.4.6 All future development proposals will be required to be supported by detailed technical analysis that assesses potential impacts on amenity of residential or other sensitive uses. Any identified impacts will be required to be fully justified and the Local Planning Authority will assess submissions in accordance with adopted Planning Policy.

- 5.4.7 Proposals for the Kendal Milne building will need to adopt a conservation led approach. Any adaption and differentiation in use will need to be assessed and justified in line with heritage considerations and viability analysis, to demonstrate that they are necessary, proportionate and, secure the long-term use of the prominent building. Any additional development at roof level will need to consider key views and provides the design opportunity to enhance the untidy appearance of the existing upper building levels. Detailed design would be addressed through the planning process, however, as a Grade II listed building, future development proposals fundamentally will be required to be justified in accordance with adopted National and Local Planning Policy.
- 5.4.8 Paragraph 6.49 has been reworded to offer clarity that every effort should be made to improve the energy efficiency and reduced carbon emissions of heritage buildings considered alongside the impact of such works on a heritage asset.
- 5.4.9 Paragraph 6.54 has been updated to acknowledge the positive potential contribution of existing buildings on the St Mary's Parsonage area in addition to new development.
- 5.4.10 An explanation of the rationale for including specific views has been added to the SRF.
- 5.4.11 The diagram showing Reedham House has been updated to accurately reflect the listing.
- 5.4.12 Delivery timescales for Reedham House and No.3 St Mary's Parsonage are yet to be confirmed, however as the proposals are developed, the landowner my wish to engage directly with Historic England.

5.5 Water Management

- 5.5.1 The contributing landowners have been reminded of the need to engage with United Utilities in respect of their site specific development proposals. Opportunities to enhance drainage will be considered in respect of individual scheme feasibility and viability.
- 5.5.2 The landowner collaboration is not a formal Joint Venture partnership and so each development plot will be brought forward in line with individual commercial delivery plans and timescales, dependent on micro and macro-economic considerations. It will, therefore, not be possible to deliver a legally binding area-wide strategy for infrastructure, as some landowners would not be able to commit to these substantial associated costs at this stage. Nevertheless, each development proposal will consult United Utilities at the appropriate time during the planning process to ensure there is sufficient capacity available.
- 5.5.3 Surface water management and inclusion of sustainable drainage is a policy requirement and so will be addressed as part of the public realm strategy and

delivered via each planning application. The inclusion of above ground SUDS will likewise be considered as part of the public realm strategy.

- 5.5.4 The SRF would be a material consideration in planning decisions although it does not change planning policy. In this respect, the primacy of the Development Plan is maintained and any development proposals will be assessed in accordance with adopted policy and up to date guidance. The planning policy context does not seek to replicate all adopted policy.
- 5.5.5 Additional text has been included in the SRF at paragraph 8.20 to increase the document's clarity regarding flood risk and water drainage.

5.6 Waste management & street cleansing

- 5.6.1 It is acknowledged that waste management currently has a detrimental impact on the attractiveness and function of the neighbourhood. Improving this represents a key principle of the draft framework. The proposals promote street level activation which will enhance the streetscape. This will require a new approach for premises managing their waste. The SRF captures the need to develop a collaborative waste management strategy.
- 5.6.2 The waste pilot referenced at the Circus development did have a very positive impact on the management of commercial waste in this area of the city centre. However, this was led by a single management entity for the whole block. Trying to replicate this approach with a number of separate businesses is a much more complex process as it requires all businesses to agree to work together and select a single contractor. The comments received through this consultation have been shared with the relevant Council team to inform their discussions with businesses in this specific part of the city centre.
- 5.6.3 Whilst the SRF seeks to ensure a sustainable long term solution for waste management, if premises are not adhering to their waste management obligations, this should be reported to the Council (through the online process) to ensure officers can investigate, gather evidence and take action as required.
- 5.6.4 Street cleansing across the city centre is undertaken on an annually scheduled basis. If there are particular areas of concern, a report should be made to the Council to enable investigation. If the issue warrants, there may be scope to revise cleansing schedules. Alternatively, if litter is clustered around a particular premise, there may be a need for Council officers to discuss this with a building's management company.

5.7 Development Uses

- 5.7.01 In the preparation of the SRF it was acknowledged that the area's principal function should be to support new commercial floor space with a strong and sustainable retail and leisure offer, which will principally be focused at the ground floor, street level of buildings. In addition, it was recognised that it will be essential to ensure this is a differentiated offer to established adjacent

districts, including the primary retail area and Spinningfields. This approach was supported by the landowners, who will ultimately be responsible for creating complementary letting strategies and developing an overarching retail strategy in order to help coordinate and maximise the opportunity.

- 5.7.1 The framework indicates that further late night uses such as bars, pubs and clubs would not be appropriate in this location due to the character of the area and the adjacency to residential development. Reference to this has been strengthened in the appropriate locations within the SRF and reference to “24-7 activities” in paragraph 7.78 will be amended to avoid misinterpretation. It is the intention to ensure the area functions as a safe and attractive location at all times. Commercial uses will be respond to the adjacent residential community, and subsequently late night uses will not be supported.
- 5.7.2 The role of the SRF is to provide the overarching strategic principles for development and not prescribe detailed design or uses. However, careful consideration has been given to appropriate uses based on the area’s character and current use. The SRF precludes late night uses such as bars, clubs and venues in proximity to Parsonage Gardens and existing residential buildings. Specific uses will be further considered as part of the planning process as development for individual sites is brought forward.
- 5.7.3 The SRF considers the need to achieve an appropriate balance of improving the quality and vitality of streets through providing a variety of appropriate ground floor active uses, whilst also maintaining residential amenity. This strategy also seeks to increase natural surveillance in order to improve safety and security. The daytime retail and leisure offer seeks to achieve this and evening uses will be controlled to ensure any amenity impacts, such as noise, are limited. The public realm strategy will establish principles to ensure the consistent maintenance and management of the area, and will also consider options to manage taxi movements through the area to minimise potentially adverse impacts.
- 5.7.4 The city centre functions as the region’s economic hub, providing a strategic employment location, with an increasing number of organisations from across the UK and the world choosing to locate in Manchester. At present there is an undersupply of Grade A floor space, meaning that it remains critical to ensure a strong pipeline of commercial development, in order to retain Manchester’s position as a major economic centre. Whilst there may be some initial slowing down in growth following the Covid-19 pandemic, the city is expected to continue to grow over the medium-longer term, and this growth will be essential to the city’s, and the UK’s economic recovery. St Mary’s Parsonage sits in close proximity to existing key commercial locations, including Spinningfields, Deansgate and the Central Business District, and is well connected to public transport links. It is, therefore, seen as an appropriate and desirable location to deliver commercial space to satisfy demand.
- 5.7.5 Enhancing the attractiveness of the streetscape is a key component of the framework. Developing overarching public realm and waste management strategies as part of further development will provide the opportunity to

significantly improve this. Detailed consideration of these points will be a requirement of future planning applications.

5.8 Sustainability

- 5.8.1 The SRF document has been updated to identify the Greater Manchester target for zero carbon development by 2028. Landowners will be required to produce an agreed Climate Change and Sustainability Action Plan that establishes energy reduction and carbon saving targets as redevelopment or refurbishment proposals come forward.
- 5.8.2 Reference has been added to the SRF to inform landowners, they should explore any opportunity and feasibility to connecting to a localised heat network when developing detailed development plans.
- 5.8.3 Consideration of micro-energy generation and other innovations, as well as low / zero carbon building materials and designs should be expected at planning stage.

5.9 The SRF & Consultation

- 5.9.1 Active landowners are being encouraged to participate in the formation of an area wide public realm strategy, which will establish principles to ensure a consistent approach is taken to the delivery and maintenance of public realm across the SRF area. The intention is for different parts of the public realm to be delivered in conjunction with detailed development proposals, as they come forward on a phased basis.
- 5.9.2 Individual developments will be subject to planning approval. The Council's Planning Service publish all applications received and invite comments from members of the public. The request for resident engagement will be shared with the 6 landowners who have contributed to the preparation of the SRF, and they will be encouraged to undertake engagement before planning applications are submitted.
- 5.9.3 In response to the request to re-orientate imagery within the SRF, the only plans that are orientated differently are those that overlay the SRF boundary onto historic photography (p38) and the isometric massing image (p41). It is not possible to re-orientate the photos because the angle of the historic photos is fixed. Reorientation of the isometric image would have limitations in the context of the landscape orientation. The image has therefore been annotated to facilitate the reader's interpretation of the information presented.

5.10 Miscellaneous

- 5.10.1 The location of Manchester's Christmas Markets is reviewed on an annual basis. Historically the markets have centred on Albert Square, however as their popularity has increase over the years, there has been demand to utilise other locations. This has included areas such as King Street and Cathedral Gardens. The offer at each of these locations differs annually. The markets

attract a significant amount of footfall to the city centre, and have a considerable impact on the local economy, with many people visiting the city centres retail and leisure outlets during their trips, and some making over-night stays. The refurbishment of the Town Hall and Albert Square mean there is pressure on public spaces to accommodate markets, and other events, certainly over the short term, and other available space has to be utilised appropriately.

5.10.2 The request to remove the referenced business signage has been passed on to the relevant Council team to investigate.

6.0 Conclusions

- 6.1 St Mary's Parsonage represents a key, but underutilised, city centre neighbourhood, with potential to significantly contribute towards the regeneration and growth ambitions of the city. Commercially-led development will facilitate the creation of a range of new employment and enterprise opportunities, supported by a unique retail and leisure offer and hotel accommodation, to enhance the area's attractiveness to residents, tourists, shoppers and visitors.
- 6.2 The majority of the stakeholders who responded to the consultation expressed their overall support for the draft SRF, believing that it would play an important role in unlocking the areas unrealised potential. Responses to specific points raised have been considered within this report and a number of suggested changes made to the SRF (see paragraph 6.4)
- 6.3 The framework sets out a coordinated and sustainable approach to development that acknowledges the area's heritage assets and incorporates its key assets, whilst contributing to the continued growth of this part of the city centre.
- 6.4 In response to the consultation a number of minor revisions have been made to the draft SRF document. These are detailed within this report at paragraphs;
- 5.3.2 - Update capturing the aspiration to establish a Friends of Parsonage Gardens, and the need for the further engagement with this group on any proposals relating to the gardens.
 - 5.4.8 - Text within the SRF has been re-worded at paragraph 6.49 to indicate the need for an appropriate balance between the refurbishment of heritage buildings and the retrofitting of energy efficient technologies.
 - 5.4.9 - The SRF has been updated to acknowledge the positive potential contribution of existing buildings on the St Mary's Parsonage area.
 - 5.4.10 - The framework has been updated to provide the rationale for including specific views.
 - 5.4.11 - The diagram showing Reedham House has been updated.
 - 5.5.6 - Additional text has been included in the SRF at paragraph 8.20 to provide further reference to flood risk and water drainage.

- 5.7.1 - Reference to late night uses being inappropriate has been strengthened at the appropriate points within the SRF and reference to “24-7 activities” in paragraph 7.78 will be amended to avoid misinterpretation.
- 5.8.1 - The SRF document has been updated to identify the Greater Manchester target for zero carbon development by 2028.
- Reference has been added to the SRF to inform landowners, they should explore any opportunity and feasibility to connecting to a localised heat network when developing detailed development plans.

6.5 Recommendations are outlined at the beginning of the report.

7.0 Key Policies and Considerations

(a) Equal Opportunities

7.1 The site has the capacity to create a significant number of new jobs, as well as retail and leisure opportunities. The proposals will provide new connections to surrounding neighbourhoods, providing residents with improved access to the opportunities within adjacent neighbourhoods including the Retail Core, Spinningfields and Medieval Quarter. In addition, there is a commitment to ensure that design standards throughout the development will comply with the highest standards of accessibility.

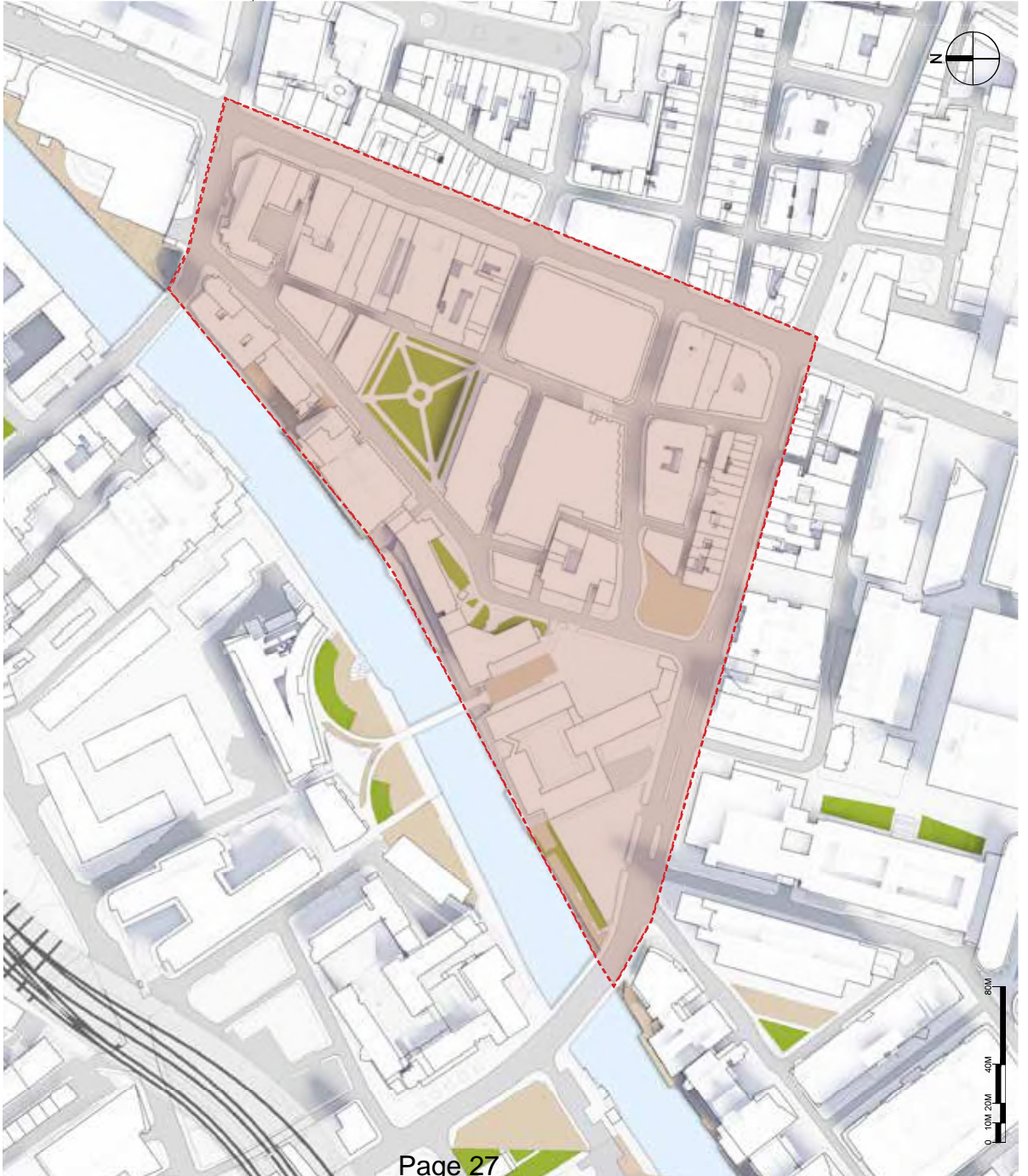
(b) Risk Management

7.2 The City Council own a number of income producing land assets within the SRF area, as defined in the documents. The approval of the SRF will impact on the long term future use of these sites and subsequently the inclusion within any adjoining re-development schemes brought forward, will require the negotiation of the appropriate terms. The Development team has been engaged to facilitate this.

(c) Legal Considerations

7.3 If approved by the Executive, the Parsonage Gardens SRF will not form part of the Council’s Development Plan but would be a material consideration when development control decisions are made.

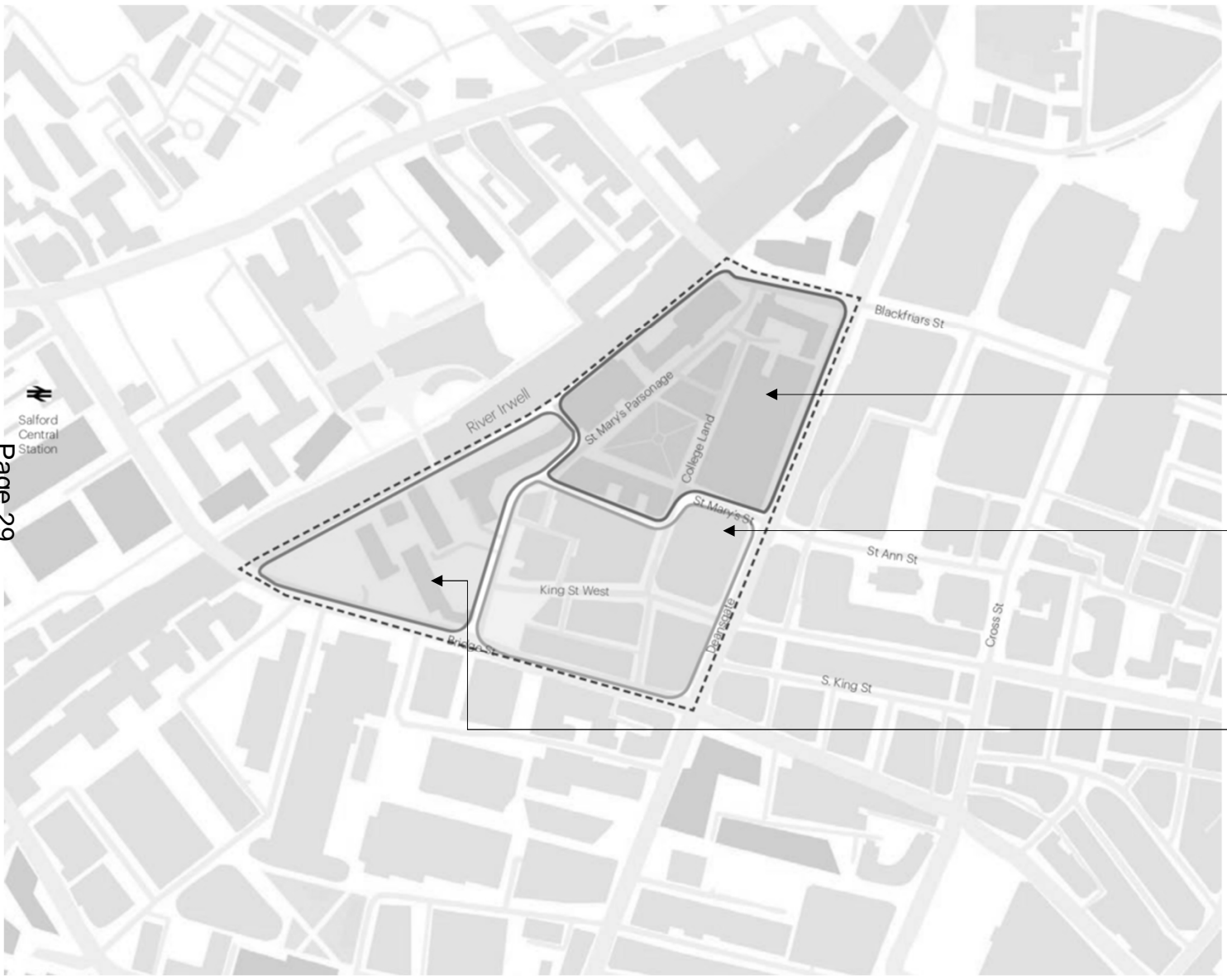
SRF Boundary – Area within which key development and improved public realm management opportunities have been identified by key landowners. This includes a wider area that has directly informed the development of SRF development principles. This includes Blackfriars St, Deansgate, Bridge St and the Salford side of the River Irwell.




This page is intentionally left blank



Salford Central Station



 **Zone 3: North Parade**

 **Zone 1: King Street**

 **Zone 2: Albert Bridge**

This page is intentionally left blank

**Manchester City Council
Report for Resolution**

Report to: Executive – 3 July 2020

Subject: NOMA Strategic Regeneration Framework Update 2020

Report of: Strategic Director - Growth & Development

Summary

This report presents a draft update to the Strategic Regeneration Framework (SRF) for NOMA, and requests that the Executive approve the framework in principle, subject to public consultation. It also outlines the progress made to date on this major regeneration scheme for the city, and notes a number of key challenges and opportunities over the next few years.

Recommendations

The Executive is recommended to:

1. note the progress made to date at NOMA and the key challenges and opportunities for the next phases of development;
 2. approve the draft NOMA SRF Update as a basis for consultation with local stakeholders;
 3. request the Strategic Director – Growth & Director undertake a public consultation exercise on the framework with local stakeholders; and
 4. request that a further report be brought back to the Executive, following the public consultation exercise, responding to the comments received.
-

Wards Affected Piccadilly & Deansgate

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

Development at NOMA will need to continue to be carefully considered in order to ensure that it helps the city meet its zero-carbon target. All construction will be required to meet the highest standards of sustainable development. The repurposing and redevelopment of NOMA's heritage buildings has and will continue to significantly improve the carbon footprint and use of buildings which have in recent times been under-utilised and inefficient.

Given NOMA's highly accessible location within the city centre, development within this neighbourhood will be served by rail and Metrolink services at Victoria, bus connectivity at Shudehill and underpinned by a key priority to continue to enhance active transport routes, delivering additional pedestrian and cycling connections.

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>The original Strategic Regeneration Framework for NOMA detailed the aspiration to develop a refreshed innovative commercially-led, mixed-use destination. It was envisaged that this would support the creation of an additional 15,000 jobs and deliver in excess of £25 million annual GVA for Manchester.</p> <p>Just over a decade since this framework was approved 5,300 of these jobs have been created, representing just over a third of the original 15,000 jobs target. Within the next 2 years an additional 5,300 jobs are expected to be delivered as part of the recently consented schemes across the historic estate and new development areas.</p>
A highly skilled city: world class and home grown talent sustaining the city's economic success	<p>The delivery of the next phases of development at NOMA will continue to support new employment and enterprise opportunities for Manchester residents across a range of sectors and levels. In addition, NOMA will continue to drive social value through construction, post development and through its volunteering programme.</p> <p>At NOMA, there is also the opportunity to create further residential development, enabling people to live near the employment opportunities created within both the neighbourhood and the wider city centre. Development will also prioritise improved connectivity to surrounding areas which will be of critical importance to the major regeneration activity planned at the Northern Gateway, and to enhancing access by residents to the north of the city centre employment, retail and leisure and cultural opportunities.</p>
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	<p>The proposals set out within the NOMA framework are aligned to and will support regeneration in the wider area. Adjacent development planned and underway at the Medieval Quarter, Northern Gateway, New Cross, and Ancoats will all benefit from and support development at NOMA. The proposals will contribute to demand for flexible, Grade A commercial accommodation, alongside retail and leisure space and new homes which support the growing city and city centre population.</p>

<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The NOMA development is continuing to transform a key northern entrance to the city centre. Development has created a new high quality neighbourhood, including significant new public realm and community and leisure facilities.</p> <p>Development has included major highways infrastructure works, investment into enhancements at Angel Meadows and the creation of a new public square, Sadler's Yard. All of these components of the wider neighbourhood have contributed to NOMA's development as an attractive place to work, live and visit.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>NOMA is at the heart of a major transformation of connectivity in Manchester, bringing regional, national and international connections closer than ever. Ensuring both physical and digital connectivity is key to the growth and prosperity of the neighbourhood.</p> <p>NOMA's centrality, means the area benefits from strong links to the city's public transport network. Manchester Victoria Station provides access to rail and Metrolink services, whilst Shudehill Station delivers bus connectivity, all within a few minutes' walk.</p> <p>NOMA benefits from 1Gbps Wi-Fi speeds and plans to roll out free Wi-Fi across areas of public realm, ensuring digital inclusion and connectivity across the neighbourhood.</p>

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The costs of undertaking a consultation exercise on the draft SRF will be funded from within existing approved revenue budgets.

Financial Consequences – Capital

None

Contact Officers:

Name: Louise Wyman
 Position: Strategic Director - Growth & Development
 Telephone: 0161 234 5515
 Email: louise.wyman@manchester.gov.uk

Name: Pat Bartoli
 Position: Director of City Centre Growth & Infrastructure
 Telephone: 0161 234 3329
 Email: p.bartoli@manchester.gov.uk

Name: Dave Roscoe
 Position: Planning Development Manager
 Telephone: 0161 234 4567
 E-mail: d.roscoe@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 officers above.

- Report by EDAW: Manchester Co-operative Group Holdings: Masterplan Principles – February 2008
- Report to the Executive - The Co-operative Wholesale Society – 18th May, 2008
- The Co-operative Group- Strategic Regeneration Initiative – May 2009
- Report to the Executive – The Co-operative Complex - 27th May 2009
- Report to the Executive – The Co-operative Complex - 8th July 2009
- Report to the Executive – The Co-operative Estate Re-development - 2nd June 2010
- Report to the Executive - The Co-operative Complex – Regeneration Framework – 22nd December 2010
- Report to the Executive – The Co-operative Complex – 20th November 2013
- Report to the Executive – The Redevelopment of Collyhurst - 1st October 2014
- Angel Meadow – A Strategic Update to the NOMA Development Framework Draft – August 2015
- Report to the Executive – Lower Irk Valley: A Draft Neighbourhood Development Framework – 9th September 2015
- Report to the Executive – Northern Gateway – Driving Forward Residential Growth on the Northern Edge of the City Centre – 9th September 2015
- Report to the Executive – NOMA Update and Angel Meadow – A Strategic Update to the NOMA Development Framework – 9th September 2015
- Report to the Executive – Northern Gateway: Implementation and Delivery – 13 February 2019
- Northern Gateway Strategic Regeneration Framework – February 2019

- Report to the Executive - Northern Gateway Strategic Business Plan and First Phase Development Area – 6 February 2020
- Draft NOMA Strategic Regeneration Framework Update 2020 – July 2020

1. Introduction

- 1.1 The NOMA estate covers approximately 20 acres and represents a key regeneration priority for the city centre. It is bounded to the west by Corporation Street, to the north by Angel Street and Angel Meadows, to the east by Rochdale Road and by the Metrolink line from Victoria Station and the Shudehill Interchange to the south. Located between Victoria Station and the Northern Quarter and adjacent to the city's retail core.
- 1.2 In July 2009, the Executive endorsed the Co-operative Group's Strategic Regeneration Framework which set out a vision to create a commercially-led, mixed-use destination at the northern gateway to the city centre, covering an area of 20 acres, and phased over the next 15-20 years. It was envisaged that this would support the creation of an additional 15,000 jobs and deliver in excess of £25 million annual GVA for Manchester.

2.0 Progress Update

- 2.1 Since then NOMA has become an important commercial destination, which supports the city's key strategic objectives. During this period, over £150m construction investment has been made alone across completed schemes at 1 Angel Square, Hanover and Federation, helping to drive the momentum of regeneration. In addition to the mix of new employment space, City Buildings has been successfully redeveloped, with Hotel Indigo, a new, luxury, 187 bed 4-star hotel opening in 2019. New luxury residential accommodation has also been delivered at Angel Gardens, complemented by a range of resident amenities.
- 2.2 Regeneration at NOMA has created a destination, with commercial space, job creation, new homes, place making, and inward investment. However, this has not been without its challenges; and connectivity, the integration of underutilised sites and refurbishing listed heritage assets need to be addressed.
- 2.3 To date, the quantum of development and outputs achieved at NOMA include:
- Circa 563,000 sq. ft. of office development, of which just over 200,000 sq. ft. is in the historic estate, with a further 1,152,500 sq. ft. in the pipeline (either on site or in the planning process).
 - 7,500 sq. ft. of retail and leisure space, with a strong pipeline of consented retail and leisure space across the historic estate and new development plots totalling 148,900 sq. ft.
 - New residential development at Angel Gardens led by Moda Living. This development provides 458 high quality homes for rent.
 - 5,300 jobs to date, which represents just over a third of the original 15,000 jobs target. Within the next 2 years an additional 5,300 jobs are expected to be delivered as part of the recently consented schemes across the historic estate and new development areas.
 - New public realm including creation of a new square at Sadler's Yard.

- £1.28 million of investment into community and educational projects, alongside the generation of £4.5 million of social value through volunteering, training, apprenticeships and health and well-being initiatives at NOMA.

2.4 Investment at NOMA has not solely focussed around buildings. A combination of public and private sector investment has facilitated a first step in delivering improvements to infrastructure, in particular the ring road highways improvements, has helped to facilitate the development delivered to date.

2.5 The historic estate is a unique asset to NOMA that sets it apart from other regeneration areas in Manchester providing varied architectural style and character which makes it highly attractive to visitors and businesses. The refurbishment and repurposing of these buildings, many of which are Grade II listed, has and will continue to represent a challenge. Four of the ten buildings which comprise the historic estate are now complete:

- The redesigned and renovated Grade II listed buildings, **Hanover and E-Block** completed in 2018. The space provides approximately 90,000 sq. ft. of office space, along with ground floor mixed-uses.
- The confirmation of Amazon as an anchor tenant for the recently refurbished **Hanover and E-Block buildings**, has been a significant indicator of the area's attractiveness to these sectors. Amazon will deliver 600 new jobs for Manchester and has already started to help attract new businesses to NOMA.
- The refurbished Grade II listed **Dantzig Building** provides 42,700 sq. ft. of repurposed open plan office workspace.
- Adjoined to Dantzig, refurbishment of **Federation Building** now provides 71,000 sq. ft. of workspace for around 30 creative, tech and digital businesses.
- **City Buildings** has been sensitively redeveloped to create the 176-room boutique Hotel Indigo.
- The refurbishment of **Redfern** was completed in April 2020 providing 25,000 sq. ft. of unique office floor space alongside 7,500 sq. ft. of retail and leisure space at ground and first floor level.

2.6 The updated SRF also sets out the change in ownership arrangements. The original NOMA Joint Venture (JV) was formed by The Co-operative Group and British Telecom Pension Scheme (BTPS), with Hermes Real Estate undertaking the roles of Asset and Fund Managers. In 2018, Hermes, on behalf of BTPS, acquired The Co-operative Group's 50% stake interest in NOMA (GP) Ltd and appointed MEPC as a specialist Development and Asset Manager. Federated Hermes acquired full ownership of MEPC in 2020 and there is now an integrated management structure and funding arrangements in place to drive forward the delivery of the Noma estate.

3.0 NOMA SRF 2020 Update

3.1 The updated SRF seeks to build on the progress achieved to date. The principles remain unaltered from previous iterations, with the updated draft

framework detailing the next phases of the masterplan in line with these principles. These core objectives are reiterated within the 2020 SRF update:

- **Job Creation** - Attracting new businesses, employment opportunities and spaces for enterprise across a diverse, mixed economy has been, and will continue to be, integral to the growth of NOMA.
- **Place Making** - Creating a vibrant destination requires a diverse mix of uses and a variety of interesting spaces. NOMA comprises a mix of public realm, civic space (e.g. village hall), responsive space (e.g. covered streets/event space/creative meanwhile uses) and those led by the food, beverage and entertainment occupiers.
- **Supporting Communities** - Community has been at the core of the growth of NOMA. Development over the last decade has also seen the investment of £1.28 million on community and educational projects, and led to £4.5 million of social value generated through volunteering, training, apprenticeships and health and well-being initiatives at NOMA. More than 1,000 volunteers and, 80 apprenticeships have been facilitated to date.
- **Sustainability** - Environmental sustainability has been an overriding objective and ambition through the design and construction of buildings in NOMA. This has been illustrated by the continued emphasis on the sympathetic and sustainable reuse and redevelopment of the area's heritage buildings. New build development has also driven this aspiration, with No.1 Angel Square achieving BREEAM Outstanding accreditation.

- 3.2 The updated draft framework seeks to respond to Manchester's strong economic growth which has led to increased demand for commercial space within the city centre, and the adoption of new policies on climate change and zero carbon. This approach will shape the next phases of development at NOMA.
- 3.3 The Digital and Creative economy is an increasingly important feature of the city's economy. GVA in the cultural, creative and digital industries is forecast to increase by 40.5% between 2015 and 2025. The clustering of tech and digital businesses within NOMA has emerged as a key strength, with the area becoming synonymous with innovation. The Cooperative Group's digital business is now located within the recently refurbished Federation Building alongside a range of Digital, Creative and Tech start-ups and SME's. Amazon choosing NOMA as their location within the city centre also empathises the neighbourhood's appeal to the Digital and Tech sector.
- 3.4 The updated SRF seeks to respond to a need to deliver and enhance connections to emergent adjacent development and neighbourhoods. NOMA sits at a northern gateway to the city centre, and significant new development has been delivered at the Green Quarter, New Cross and Ancoats creating new residential communities, employment opportunities and leisure and retail amenities. Alongside this development, the Northern Gateway is the single largest and most ambitious regeneration opportunity for Manchester. It

comprises a 155 Hectare land area to the north of Manchester city centre, between Victoria Station and NOMA and the Northern Quarter in the southwest. Ensuring strong connections with these areas will be fundamental in the future growth and development of Manchester.

- 3.5 The focus of the next phases of the masterplan will be delivering the remaining development plots, and addressing connectivity and integration of underutilised sites. Optimising underutilised areas is a key priority, with the focus on bringing forward commercial development supported by new and integrated public realm on Plots H, K and Q (highlighted in Appendix A). To date 567, 672 sq. ft. of commercial space has been delivered, with over 2.3 million sq. ft. expected across the site once fully developed. Plots H, K & Q have the potential to contribute circa 620,000 sq. ft. of office space toward this, and will strengthen NOMA's position as an emerging commercial, creative and digital hub. More details are set out below:
- Following the delivery of consented office schemes at 2, 3 and 4 Angel Square, NOMA will increasingly be viewed as a prime commercial location. It is envisaged that Plots H, K and Q will continue to respond to the city's demand for high quality office space.
 - The masterplan has been rationalised to accommodate two buildings of up to 8 and 10 storeys respectively on Plot H, framed by new public realm including a pocket square. Plot H has the potential to deliver in excess of 270,000 sq. ft. of office space and 20,000 sq. ft. of ground floor retail.
 - Plot K has the potential to deliver 135,000 sq. ft. of office space across 10 storeys, alongside active retail and leisure uses at ground floor. Given the prominence of the site, it could alternatively accommodate a hotel. The most viable use for the site will be further explored, to allow this prominent site to make the maximum contribution to the area overall.
 - Previous iterations of the framework noted that Plot Q could provide a range of development options including a multi-storey car park. Given Manchester's environmental strategy and aspirations, it is now seen as more appropriate for Plot Q to deliver an alternate form of development, such as new office space. This reflects a shift towards less reliance on motor vehicles and the increasing importance of climate change, reinforced by the Council's declaration of a climate change emergency and drive towards zero carbon. Emphasis on smarter and more sustainable travel choices is, therefore, reducing the need for extensive car parking provision. It should also be noted that there are a number of existing multi storey car parks in close proximity to this site, including Shudehill, Greengate and the Arena. Appropriate basement parking will be provided to serve the needs of the building users on new developments across the NOMA site.
 - 97 Shudehill has been identified for reuse, building on the successful refurbishment of a number of NOMA's heritage buildings. Its unique character provides the opportunity to extend the historic context toward the eastern edge of NOMA and integrate it with the Northern Quarter. Redevelopment of this building will form a better connection with the wider regeneration area and key peripheral links, as well as becoming a positive contributor to the Shudehill Conservation Area.

4.0 NOMA – The challenges & opportunities

4.1 The foundations are now in place for NOMA to continue its transformation and to support Manchester's future growth agenda, building on the progress of the NOMA estate to date and responding to the challenges faced.

4.2 Notwithstanding the success that has been achieved at NOMA in relation to the overarching core objectives for the area, a series of challenges exist, the resolution of which will be critical in delivering the next phase of development. These challenges are set out below:

Euro Car Park Site

4.3 The Euro Car Park Site located to the east of 4 Angel Square is not owned by NOMA. Currently it has a negative impact on the area and this impact will increase as further phases of development are brought forward.

- The car park detracts from the streetscape and restricts proposals for a better-connected public realm.
- It is important for development at this site to come forward, as soon as possible, in keeping with the objectives and principles for the wider NOMA area. Early redevelopment will allow for the comprehensive regeneration of NOMA to be maximised.

New Century House & Hall

4.4 New Century House & New Century Hall are two adjoining buildings within the SRF area. New Century House provides a poor welcome to the western entrance into NOMA, and prevents connectivity from Corporation Street into Sadler's Yard and the heart of the historic estate.

- The design and layout of the Grade II listed New Century House does not reflect modern occupier requirements. This coupled with technical issues mean that the building is not viable as office space. Finding a viable, sustainable and long term future solution for New Century House is needed in order to secure its future and allow it to contribute fully to the regeneration of NOMA.
- New Century Hall now benefits from planning consent which when delivered will ensure a sustainable and viable reuse for this building, enabling it to function independently of the adjoining New Century House.

Highways

4.5 While there has been investment in the highways to make the area better integrated with the rest of the city centre, there are still connectivity challenges, and a strong desire to further enhance pedestrian routes and connectivity within and outside of the SRF area. This will assist in improving connections to adjacent neighbourhoods as set out above. Particular issues include the following:

- Miller Street is still a physical barrier between the historic estate and new development plots. The opportunity exists to further link these plots by optimising the newly created pedestrian link between New Century Hall and House with an additional or repositioned crossing on Miller Street.
- Linking the two distinct parts of NOMA will contribute significantly to creating a stronger connection through the New Century Hall into Sadler's Yard and also emphasise the north-south connections into the city centre through NOMA and into surrounding neighbourhoods to the north, as well as linking key areas of public realm.
- Improving pedestrian connections at and around NOMA, for example across Miller Street, will be fundamental to the success of the major residential communities that will grow at Angel Meadows and across the Northern Gateway area.

Advertising Hoardings

- 4.6 Advertising hoardings are currently in prominent positions, and detract from the visual amenity of the area, as well as inhibiting and preventing development, and in particular place-making aspects of the area. As we move forward, and in order to maximise the opportunities for NOMA to be regenerated in an effective manner, these should be removed. LPA action will be put in place to assist with this, if necessary.

5.0 Environmental and Sustainability Design Principles

- 5.1 The context and city's approach to climate change has significantly intensified since the approval of the previous iteration of the SRF in 2016. As such, climate change and sustainable play an increasingly fundamental role within the draft framework.
- 5.2 To effectively support the Council in achieving its 2038 zero carbon target, the design of future regeneration proposals will need to consider how all development at NOMA can support this. The principles and approach set out in the updated SRF which seek to address this include:
- New developments will be expected to achieve the highest standards of sustainability.
 - A revised approach towards vehicle parking aligned with the Council's carbon reduction strategy. Individual plots should not include on-site car parking other than for disabled people. Wider essential parking demand can be facilitated through the provision available at the nearby existing MSCPs. The area benefits from excellent public transport connections with rail services from Victoria Station and the Metrolink network at Shudehill.
 - The creation of new and enhanced connections remains a fundamental principle of the NOMA SRF. Following the delivery of major highways infrastructure works and the creation of new public realm (Sadler's Yard & Angel Square), the aspirations to improve connectivity underpin the

framework. These connections will promote active modes of travel delivering attractive and functional routes for walking and cycling.

- A commitment to the highest sustainability standards will need to be achieved through innovative building design. This approach within new buildings will be required for all major developments across the city centre. However, the continued programme of refurbishment of NOMA's listed estate will also play a fundamental role in supporting the Council's zero carbon strategy and promoting lower energy usage to occupiers.

6.0 Conclusion

- 6.1 The completion and occupation of recent commercial development illustrates demand for further commercial space in this city centre location. The next phase of development at NOMA can continue to support the city's growth and economy, through the creation of high quality and flexible commercial spaces for employment and enterprise to meet market demand.
- 6.2 Further development at this northern access point to the city centre will be critical for the connection and integration of the emergent regeneration areas of the Northern Gateway and New Cross, creating a more cohesive area and supporting the delivery of excellent physical connections between these areas and the city centre.
- 6.3 Recommendations can be found at the front of this report.

7.0 Key Policies and Considerations

• Equal Opportunities

- 7.1 The proposals will provide enhanced connections to surrounding communities, providing improved access for local residents to the opportunities within the NOMA area. As significant regeneration progresses within the Northern Gateway, NOMA will provide a critical connection into the core of the city centre. In addition, there is a continued commitment to ensure that design standards throughout the development comply with accessibility standards.

(b) Risk Management

- 7.2 The existing development partner is required to develop, instigate, monitor and manage an appropriate and robust risk management strategy. This is owned by the development partner, and considered at the Project Board as part of ongoing monitoring and management throughout the delivery of the development.

(c) Legal Considerations

- 7.3 Subject to Executive approval to go out to consultation, a further report will be brought to the Executive after the public consultation exercise, setting out the

comments received and any changes proposed to the framework. If the update to the Framework is subsequently approved by the Executive, it will become a material consideration in the determination of planning applications by the Council as Local Planning Authority.

Appendix A: NOMA SRF plot plan



KEY

BUILDING USES SCHEDULE

BUILDING	USE*
A	CITY BUILDINGS
B	HANOVER
C(i)	FEDERATION
C(ii)	DANTZIC
D	OLD BANK
E(i)	NEW CENTURY HOUSE
E(ii)	NEW CENTURY HALL
F	REDFERN
G	CIS TOWER
H(i)	PLOT H (NORTH)
H(ii)	PLOT H (SOUTH)
J	97 SHLODHALL
K	PLOT K
L	ANGEL GARDENS
M	2 ANGEL SQUARE
N	3 ANGEL SQUARE
P	4 ANGEL SQUARE
Q	5 ANGEL SQUARE
R	1 ANGEL SQUARE
S	ANGEL MEADOW PLOT 1
T	ANGEL MEADOW PLOT 2
U	EURO CAR PARKS SITE
V	ANGEL MEADOW PLOT 3
W	HOLYDAKE

NOTE: *EXCLUDES ANCILLARY USES

- DEVELOPMENT PLOT
- HISTORIC BUILDING
- EXISTING DEVELOPMENTS

OWNERSHIP DIAGRAM KEY

- NOMA (GP) LTD OWNERSHIP
- THIRD PARTY OWNERSHIP
- ANGEL SQUARE
- SADLER'S YARD
- AREA COVERED BY NOMA STRATEGIC REGENERATION FRAMEWORK

**Manchester City Council
Report for Resolution**

Report to: Executive – 3 July 2020

Subject: First Street Development Framework Addendum 2020

Report of: Strategic Director – Growth & Development

Summary

This report informs the Executive of the outcome of a public consultation exercise with local residents, businesses and stakeholders, on the draft addendum to the development framework for First Street, and seeks the Executive's approval of the addendum.

Recommendations

The Executive is recommended to:

- i) Note the outcome of the public consultation on the draft development framework addendum for the First Street neighbourhood.
 - ii) Subject to Members' views, approve the development framework addendum for the First Street area and request that Planning and Highways Committee take the framework into account as a material consideration when considering planning applications for the area.
-

Wards Affected

Deansgate

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

The developments proposed for any of the three sites identified in this framework update will need to be carefully considered in order to ensure that they support the city in meeting its zero-carbon target. There will be a focus on sustainable development and minimising the impact of construction on the environment and the people using the area.

First Street is located within walking distance of a number key city centre public transport hubs, including Deansgate and Oxford Road rail stations and Deansgate - Castlefield Metrolink station. These strong connections to sustainable transport hubs, provision of new public realm, coupled with the proposals to redevelop a number of surface car parks within the neighbourhood, support the city's modal shift towards sustainable and active modes of transport, helping to reduce pollution levels.

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>First Street is a key city centre employment hub. There is significant interest in prime commercial space within this neighbourhood which resulted in a number of organisations taking pre-lets at No.8 First Street. Following the completion of this development, companies including Odeon and WSP, have now taken occupation of this space.</p> <p>High quality, sustainable development will continue to act as a catalyst for further investment into the city centre.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>Further redevelopment at First Street will support increased employment opportunities, including a substantial number of new jobs in a range of key growth sectors (including Technology, Media & Tele-communications (TMT), healthcare, Research & Development industries, and technical advisory businesses), and at a range of levels.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The First Street site is a significant new development in the city centre offering employment, leisure and entertainment opportunities for Manchester residents, as well as new residential accommodation.</p> <p>The scheme will provide new connections to other parts of the city centre and surrounding communities, providing improved access for local residents to the opportunities and amenities within the First Street area.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>When developed, the additional sites will provide and promote an active environment, with improved pedestrian and cycling routes within the area, connected to other key neighbourhoods including Great Jackson Street, Hulme and the Oxford Road Corridor.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The First Street area benefits from strong public transport links, with both rail and Metrolink stations and the Metroshuttle service within close proximity, reducing the need for car travel to and from the area. The framework addendum prioritises pedestrian walkways and cycling access, which will provide links to surrounding neighbourhoods and city centre districts. High quality new commercial accommodation will be provided as well as significant new public realm.</p>

	New residential accommodation within the area will enable people to live close to the employment and leisure opportunities offered at First Street and the wider city centre.
--	---

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

None directly from this report.

Contact Officers:

Name: Louise Wyman
 Position: Strategic Director - Growth & Development
 Telephone: 0161 234 5515
 Email: louise.wyman@manchester.gov.uk

Name: Pat Bartoli
 Position: Director of City Centre Growth & Infrastructure
 Telephone: 0161 234 3329
 Email: p.bartoli@manchester.gov.uk

Name: Dave Roscoe
 Position: Deputy Director of Planning
 Telephone: 0161 234 4567
 E-mail: d.roscoe@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 officers above.

- Report to Executive - 24 November 2010: Development Framework for First Street
- First Street Development Framework: 2010
- Report to Executive - 16 March 2011: First Street Development Framework

- Reports to the Executive - 25 July 2012; First Street Development Framework Update, First Street North Update and First Street (Confidential Report)
- First Street Development Framework: July 2012
- Report to Executive – 29 October 2014: Manchester Piccadilly and Oxford Road Capacity Scheme.
- Report to Executive – 21 January 2015: Northern Hub - Network Rail Manchester Piccadilly and Oxford Road Capacity Scheme – Transport and Works Act Order Application.
- Report to Executive - 29 July 2015: First Street update
- Report to Executive - 4 November 2015: First Street Updated Development Framework Consultation
- First Street Development Framework: 2015
- Report to Executive - 25 July 2018: First Street Development Framework Update 2018
- Report to Executive - 14 November 2018: First Street Development Framework Update 2018 Consultation
- First Street Development Framework: 2018
- Draft First Street Development Framework Addendum 2020
- Report to Executive – 12 February 2020: First Street Development Framework Addendum 2020

1.0 Introduction

- 1.1 On 12 February 2020, the Executive endorsed, in principle, a draft addendum to the First Street development framework and requested that the Strategic Director undertake a public consultation in relation to it.
- 1.2 A public consultation was held from the 6 March until 15 May 2020, for local stakeholders. This report summarises the outcome of the consultation.

2.0 Background

- 2.1 The First Street area has seen significant change over the past 10 years, with redevelopment providing new employment, leisure and entertainment opportunities. The phased delivery of development framework has provided cultural, hotel, leisure and retail, residential and commercial development, forming a commercially led city centre neighbourhood.
- 2.2 The draft First Street development framework addendum covers potential uses for three sites as part of the redevelopment of the First Street neighbourhood - Little Peter Street, the Premier Inn site and One City Road. In addition, the addendum provides update information on Manchester's Zero Carbon Framework and Green and Blue Infrastructure Strategy.
- 2.3 Development of the three sites in the framework addendum will follow the urban design principles and environmental and sustainability design principles, of the wider scheme, as set out in the First Street development framework. This development would also ensure there are quality connections through new public realm, to link First Street with adjacent communities, including Great Jackson Street, Hulme and the Oxford Road Corridor.
- 2.4 The addendum proposes that the Little Peter Street and One City Road sites could primarily deliver commercial development and the Premier Inn site could deliver commercially led, mixed use development.

3.0 The Consultation Process

- 3.1 Letters were sent out to 3,636 local residents, landowners, businesses, and stakeholders, informing them about the public consultation, how to participate and engage in the process. The draft addendum was made available on the Council's website, and comments were invited.
- 3.2 The consultation opened on 6 March 2020, shortly after which lockdown measures were implemented in response to COVID-19. To ensure all stakeholders had further opportunity to comment on the framework, the consultation was extended by a further four weeks. The consultation closed on the 15 May 2020, following an extended ten-week period of consultation.

4.0 Consultation Comments

- 4.1 The Council received 11 responses to the consultation, all via email. The breakdown of respondents is as follows:
- Nine responses from local residents
 - One joint response from the three Deansgate Ward Councillors
 - One response from a statutory consultee.
- 4.2 A number of respondents commented that overall, it was positive to see the area being further regenerated. A range of specific comments are summarised below.

Public Realm

- 4.3 Four respondents commented on the importance of public realm, and the need to create further green spaces within the city centre. One respondent felt that this would help to create high quality and unique spaces which provide cultural value.
- 4.4 A separate response noted and welcomed the intention to maximise public realm on the sites, however, believed that the framework could be strengthened in its call for enhanced and expanded green space, including an increase in trees and soft landscaping. Specifically, the respondent felt this presented an opportunity to deliver tree planting along Medlock Street and Little Peter Street.
- 4.5 Another respondent suggested that Manchester's heritage and history should be reflected in the design of all new public realm, which at First Street could comprise a boulevard of statues relevant to Manchester.
- 4.6 A separate response noted that there is a site located between Cambridge Street and Willmott Street which is within the ownership of Manchester City Council. It was suggested that this site could provide green space for social use, which would also contribute to addressing climate change impacts.
- 4.7 A respondent commented on the high quality of the city's parks and gardens, but felt that few of these were in the city centre. They added that smaller, well maintained patches of green, with mature tree planting and water features in place of hard landscaping and paving, would have a huge impact at First Street.
- 4.8 The idea of a gateway plaza opening up the River Medlock was welcomed in one of the responses, which noted that the river holds historic importance and its use could be significantly enhanced.

Development Architecture, Heights and Density

- 4.9 A single respondent commented that the density and height of proposed buildings is excessive and will create particularly small homes for people to live in. They added that 10 storey high blocks with fewer units would be more appropriate and deliver higher quality residential accommodation.

- 4.10 A separate response commented that building heights should be in keeping with the neighbourhoods immediately to their west, including the Knott Mill Masterplan area and the residential apartments on City Road East. Adding that First Street comprises mid-rise development which should step down from the height of Plot 9a and the proposed Downing Developments site to those heights.
- 4.11 Conversely, another respondent felt that, given First Street's gateway location, developers should be encouraged to build as tall as possible to make a positive impact on the skyline.
- 4.12 A number of comments raised concern specifically relating to the Little Peter Street site. It was felt that positioning tall buildings on this site would impact on access to light for residents of the Hill Quays building. It was requested that the addendum be amended to provide more information on the expected heights of the tower element for the Little Peter Street site and re-consult on this. It was added that development of this site should prioritise both physical and architectural linkages between Knott Mill and First Street, rather than First Street and Great Jackson Street, which would deliver a gentler increase in height.
- 4.13 Support for the inclusion of the Premier Inn site within the framework was provided by a respondent, who commented that the building architecturally detracts from the area and would free a prime site for a gateway development.
- 4.14 A respondent commented that they found the proposals unimaginative and lacking unique buildings or recognisable public spaces. They felt the framework addendum to be driven by developer profitability, which raises concerns about the future proofing of the development.
- 4.15 In contrast, another respondent provided their support for the proposals, adding that building designs should seek to deliver architecture of a high standard, akin to that at Crown Street and Deansgate Quay.
- 4.16 A respondent provided two recommendations relating to architecture and design at First Street, which included:
- Taking architectural influence from Melbourne and Amsterdam, to avoid looking like any other UK city.
 - Remodelling and extending the City Road office building, rather than demolishing it, as a unique example of late eighties/early nineties architecture.
- 4.17 Active ground floors for all buildings were welcomed, and it was felt that this will support the delivery a high quality pedestrian experience

The Framework Document

- 4.18 A single response commented on the framework addendum document itself, as containing difficult language and not focused for a general public audience.
- 4.19 A respondent felt that the Little Peter Street Car Park site should be included within the Knott Mill Masterplan, as it is located on the same side of Medlock Street and immediately adjacent to Knott Mill, with First Street separated by the highway. The respondent added that the height and type of development at Little Peter Street should therefore respond to the Knott Mill Masterplan.

Development Impacts

- 4.20 A respondent stated that noise and litter created by nearby construction activity at Great Jackson Street and River Street is an existing issue impacting residents, in terms of noise from both construction and people walking through the area significantly impacting residents sleep and general wellbeing. It was added that the litter left behind was not being cleansed by the Council but local residents instead.
- 4.21 A local resident voiced their objection to the proposals for the One City Road site. They felt that a tall commercial building on this site would block views and the right to light for the existing City Road South apartments. The respondent added that the framework failed to provide consideration to long-standing residents, or the impact that the development would have on property values.
- 4.22 A respondent questioned whether an independent impact assessment of the pollution and additional traffic created by this development, both during construction and when complete, had been undertaken. A suggestion to develop a planned approach to parking during construction was made to mitigate the impacts of the development workforce.
- 4.23 A suggestion to undertake a risk assessment on the impact of pollution on life expectancy, pregnancy, and the effect on child health was made by an individual. The respondent felt that the additional traffic from the office and residential accommodation provided would mean approximately 4,000 extra people, generating a significant level of additional traffic and pollution, and reducing liveability.

Development uses

- 4.24 A respondent stated that COVID-19 could have a significant impact on the city centre, its occupants, and the demand for new homes and office space.
- 4.25 A single respondent commented that there should be no further student accommodation built, adding that development of this type will have a negative impact on the residential community within Hulme.
- 4.26 A respondent commented that they felt the city centre needs increased amenity provision, including GP and dental surgeries, gyms, non-chain bars and restaurants.

- 4.27 A local resident from the Hill Quays building felt there to be existing noise impacts for residents from the night time economy businesses located at Deansgate Locks. They commented that new residential development in close proximity would exacerbate this situation.
- 4.28 Two respondents felt that the Little Peter Street Site is a prime location for social or affordable housing, given that it is in the Council's ownership. One respondent added that they did not support uses on this site which do not significantly contribute to social and affordable housing policies, and would only find mixed use development acceptable where it could be demonstrated that this maximised the site's contribution to those policy goals.

Water management

- 4.29 United Utilities, who are a statutory consultee for city centre development consultations provided a response detailing specific comments relating to water management within the First Street area.
- 4.30 Their response noted that United Utilities have significant water and wastewater infrastructure in the First Street area. At this early stage, any impacts on United Utilities infrastructure can be most effectively managed.
- 4.31 The City Council should direct developers to United Utilities prior to any land transactions or the preparation of any planning application, taking advantage of their free pre-application service to agree drainage strategies and water supply requirements.
- 4.32 United Utilities welcomes the acknowledgment in the framework addendum of the importance of landowner collaboration, but suggested that this takes the form of a legally binding framework that includes an area wide strategy for infrastructure. Reference to surface water management and sustainable drainage across all phases of development should be a part of any collaborative agreement.
- 4.34 Sustainable surface water management should be a strong theme captured within the framework addendum alongside other development principles, in line with national and local planning. The following specific points were made to encourage sustainable surface water management.
- 4.35 The Little Peter Street site and, to some extent, the One City Road, site offer opportunities to utilise the River Medlock for the discharge of surface water.
- 4.36 Acquiring riparian rights to discharge surface water could inhibit the delivery of sustainable surface water management and should be noted as a priority within the framework.
- 4.37 Above ground drainage should be critical consideration and key principle of new development at First Street. Public realm improvements should be informed by the opportunity to more sustainably manage surface water and include innovative landscaping, permeable surfaces and tree planting, along

with the design of buildings which should include grey water recycling and green roofs.

- 4.38 It was noted that a proportion of the Little Peter Street site falls within flood risk zones, and development in such locations can make the wider area more vulnerable to flooding. This risk can be managed through the design of the development and the incorporation of sustainable drainage systems.

General Comments

- 4.39 A resident expressed their pride in what had been delivered over the past two decades since they first arrived in the city, giving specific examples of the Gay Village, Northern Quarter, cultural institutions, restaurants, bars, clubs and the retail offer.
- 4.40 Two respondents commented that the addendum should include a new method for pedestrians crossing Medlock Road. One respondent suggested a signal controlled pedestrian crossing would reduce the chance of an accident.
- 4.41 A respondent commented that in order to better connect First Street, the Metrolink network should be extended to incorporate Hulme and Princess Parkway.
- 4.42 A resident commented that the City Council should prioritise investment into training and education, as opposed to commercial, cultural and public realm investment.
- 4.43 A single resident stated their objection to any land being developed in the city centre. The respondent also added that the city is in a climate emergency, and subsequently development which removes green space should not be permitted (for example the Ivy at Spinningfields). Their suggestion was to allow development in areas of most need, such as the buildings adjacent to Piccadilly Station where the Star and Garter pub is.
- 4.44 The addendum's rationale for providing additional parking provision "subject to demand" is not appropriate. Development should be car free, in favour of improved pedestrian and cycle access, and linkages to public transport nodes (such as improving the pedestrian experience from Deansgate-Castlefield Metrolink, Oxford Road & Deansgate Train Stations, and nearby bus stops).
- 4.45 The delivery of a significant quantum of cycle parking would be expected at this location.

5.0 Response to comments

- 5.1 Responses to the specific comments raised as part of the consultation are set out below:

Public Realm

- 5.2 There is a commitment to significant public realm investment across the city centre. New public space will be delivered as part of the Crown Street development at Great Jackson Street, along with a new pocket park adjacent to Manchester Cathedral and a major new 6.5-acre city centre park as part of the Mayfield development. In addition to this new investment, development at First Street has also improved connections to existing significant green space at Hulme Park.
- 5.3 A revision to the framework addendum is proposed, to update Paragraph 4.6 to include specific reference to delivering trees and soft landscaping where possible. It should be noted that planting trees directly into city centre streets can often be difficult due the presence of services under the pavement including pipes and cabling. Experience gained from development elsewhere within First Street indicates that there is a large amount of servicing underground and often this is close to the surface. Detailed design proposals for plots will be required to deliver an appropriate level of green infrastructure, where feasible, as a result of the characteristics of the site.
- 5.4 The city takes a holistic approach to the siting of statues, memorials and public art and there is a diverse mix of installations across the city centre.
- 5.5 It is believed that the Council owned land located between Cambridge Street and Willmott Street referred to in the response outlined at paragraph 4.6 relates to the former Salvation Army Site. This site is not included within the framework addendum. It has been identified within the Oxford Road Corridor Strategic Regeneration Framework guidance, consulted on and approved in 2019, as being appropriate for commercial development, in order to contribute to the high demand for new office space within the city centre, and as part of a strategic approach to development within the wider Oxford Road area.
- 5.6 As detailed in paragraph 5.2 of this report, significant investment into city centre public spaces has been made in recent years. Specifically, at First Street, the masterplan also includes new public realm, in particular 'James Grigor Square'. At 2,100 sq. m, this is a fairly significant new public space, which incorporates a small green area. Given the use of spaces and the volume of footfall in many city centre locations, public realm is often in the form of hard landscaped spaces. However, the exact type of public realm is considered on a case by case basis, in terms of what is most appropriate for the site concerned.

Development Architecture, Heights and Density

- 5.7 First Street is a strategic, gateway site, at a key entry point to the city centre from the south. As a result, it is seen as a suitable location for high density development. Development in this location will significantly contribute to the city centre's economic and residential growth through the provision of new office space and high quality homes, in addition to enhancing the experience of people using this important route into the city centre. It is proposed that taller buildings are located at strategic points within the masterplan which define key views and vistas. High density development here will create a

sustainable, walkable community. The high density buildings will be delivered with strict adherence to quality materials and design.

- 5.8 The First Street framework addendum promotes integration with the Knott Mill neighbourhood and will provide enhanced east - west connections to the area, and reinforce existing connections with high quality streets and spaces. In addition, the development principles promote positive engagement at street level with active frontages. The three sites to the west of Medlock Street have a different character to the area covered by the Knott Mill Masterplan, which includes different design principles than at First Street. Positive integration with adjacent areas comprises many factors, such as street level connections, active street frontage, complementary uses, landscaping proposals, servicing strategy, as well as height differentials. Development at First Street seeks to knit the areas of Knott Mill, Great Jackson Street and First Street, reducing the physical and perceptible barrier of the Medlock Street corridor to create a truly walkable, mixed-use neighbourhood that is fully integrated with the wider city centre, the Oxford Road Corridor and Hulme. Delivery of an appropriate scale and density of development that meets Core Strategy Policy is critical to achieving this objective.
- 5.9 The framework addendum notes at paragraph 3.22 the requirement for early consideration of sunlight and daylight impacts, noise, refuse management, privacy, rights of light, and wind environment to protect existing and new residents' amenity. Specifically considering the Hill Quays building, it is noted that this is designed to face away from the Little Peter Street site and towards Knott Mill. This can be seen in the form of the building with blank facades facing Little Peter Street's boundary, which step in to provide three sided light wells in order not to constrain the development of the Little Peter Street site.
- 5.10 It is not the purpose of development frameworks to prescribe the architectural approach for individual sites. The framework sets general urban design principles to ensure that architecture will be of a high quality, respect context and contribute positively to place making. Detailed design proposals will be created as part of plot specific planning applications that are brought forward. Development to date at First Street has seen the delivery of a variety of high quality, distinctive buildings, including HOME, the Melia Inside hotel and the recently completed No. 8 First Street.
- 5.11 The framework is intended to outline the vision and principles for development at First Street. Any future detailed designs will be developed and submitted as part of individual planning applications, which will enable the Council to ensure development meets the quality standards for the city. All planning applications will themselves be subject to further public consultation.
- 5.12 The framework addendum supports the demolition of One City Road in order to facilitate further regeneration in this part of the city centre. Unlike high quality examples of architecture from its period, One City Road has not been considered suitable for listing. In terms of architectural detailing, the building performs poorly, with an ill-fitting cladding system. Furthermore, commercially, One City Road does not meet the requirements for modern flexible

commercial office space. The floor to ceiling heights do not permit the installation of a modern raised floor solution and the building's unusual configuration is not aligned with modern office occupier requirements. In particular, the floorplates are very long and thin, which is not in keeping with modern methods of working that promote space for collaboration between staff. In addition, the upper floors are quite small and would require extensive, economically unviable works to enlarge them sufficiently.

The Framework Document

- 5.13 The draft framework addendum contains a level of detail to ensure that it can be used as a comprehensive guide for future development. The document has a range of uses, including to guide developers on the expectations from development, as well as to inform local residents and other stakeholders on the proposals, meaning that a level of technical detail is required.
- 5.14 The Little Peter Street site has historically formed an element of the First Street neighbourhood. Previous iterations of the framework have identified the surface car park as a key site at First Street, denoting a gateway to the city centre. The development of a framework for the Knott Mill guides the sensitive, low density redevelopment of historic previously developed sites. The urban grain of the Little Peter Street car park is not consistent with the characteristics of Knott Mill, but is more closely aligned with First Street.

Development Impacts

- 5.15 Any issues that residents or businesses are experiencing concerning littering or untidy private land should be logged online at www.manchester.gov.uk. This will enable the Council to investigate any issues.
- 5.16 In relation to noise disturbance from development, unless works are of an emergency nature, all contractors are required to adhere to the Council's policy of no noisy works outside of 7:30am – 6pm Monday to Friday and 8:30am to 2pm Saturday. Should a particular construction site not be observing these regulations, or undertaking noisy works on Sundays or Bank Holidays, this should again be logged on the Council's website to allow for investigation.
- 5.17 The framework includes specific guidance at paragraph 3.17 on the siting and form of development at One City Road to inform detailed design that responds to neighbouring buildings, whilst meeting the requirements of Core Strategy Policy with regards to city centre High Density Development. This guidance includes a specific requirement to set-back buildings from neighbouring residential properties at a level appropriate to the city centre location. Equally as referenced in paragraph 5.8 of this report, the framework notes the essential requirement for early consideration of aspects including sunlight and daylight impacts, noise, and privacy, to protect the amenity of residents. These issues will be expected to be considered and addressed in detail through the planning process.

- 5.18 The Council's highways service is a statutory consultee in the Planning process. As individual planning applications for development come forward they will need to include a transport assessment. This assessment will be required to detail the impacts of the development on the Highway, which will include trip generation data and modelling assessments. The assessment and other relevant information will then inform the requirement for any highway mitigation measures.
- 5.19 When complete, development is not expected to significantly increase private vehicular congestion and the level of traffic within the area. Historically the area has included a significant number of surface level car parking bays within the Little Peter Street car park. This facility has been predominantly used by commuters and subsequently accessed and exited at peak times. A high proportion of people that currently, and will, work within the First Street neighbourhood are expected to either live in, or close to, the city centre and therefore choose to walk and cycle to the area, or to use the site's strong public transport connections at Oxford Road Railway Station and Deansgate Castlefield Metrolink Station.
- 5.20 Taking a more holistic view, the city has a commitment to becoming a carbon neutral city by 2038, driven by improving the health of all residents. Through its regeneration schemes, the city continues to promote carbon neutral development, investment into sustainable modes of transport, and encouraging behaviour change to reduce the number of vehicles driving into and around the city centre. The emerging City Centre Transport Strategy will further support measures to minimise city centre traffic numbers; facilitate active travel; and improve streets and public spaces, in order to contribute to the well-being of residents and businesses.

Development Uses

- 5.21 The city centre is the region's economic hub, providing a strategic employment location, with a significant growing residential population. At present there is an undersupply of both Grade A floor space and residential accommodation. Therefore, it remains critical to ensure a strong pipeline of both residential and commercial development. The impacts of COVID-19 are being closely monitored at a national, regional and local level to understand any impacts on the city's population, key sectors and wider economic growth. At the same time, growth of the city centre will be important to the economic recovery of the city following the pandemic. Although there may be a short-term slowdown in demand and delivery, it is expected that growth will resume in the medium-long term. Demand for the proposals set out within the framework will be robustly assessed as part of the planning process to ensure alignment with demand.
- 5.22 Whilst the First Street development framework addendum proposes new residential development, none of this will be in the form of student accommodation. A separate report was presented to the Council's Executive in November 2019, which provided further details on the approach to student accommodation. This can be accessed on the Council's website.

- 5.22a The Council is currently working with a range of partners to plan amenity provision for a growing population. This approach takes a holistic city-wide view of where demand is increasing most significantly. There are specific plans in train for new healthcare provision and a new primary education facility to be located within the Great Jackson Street SRF area to service city centre demand.
- 5.23 The city centre benefits from one of the country's strongest cluster of retail and leisure businesses. There are a number of gyms and fitness outlets located across the city centre. Manchester city centre also benefits from a particularly strong independent offer with 55% of all city centre retail and leisure businesses being independents.
- 5.24 Any new residential development is not expected to exacerbate night-time noise in the area. Furthermore, the Council requires that acoustic reports form part of planning applications. These will recommend limits for noise egress from both the development and any associated plant to ensure noise remains at an acceptable level. It is noted that there may be a temporary increase in noise during construction periods. However, this should be within the remit outlined within 5.15 of this report. All major applications are required to be supported by a Construction Management Plan, detailing how construction noise impacts are to be controlled during construction.
- 5.25 The framework sets out the suitability of First Street for new residential development. The type and tenure will be determined as individual developments come forward. The Council has an endorsed affordable housing strategy which takes a citywide view to affordable housing provision. This sets out a commitment to deliver at least 6,400 affordable new homes across the city by 2025. The City Council is continuing to work with new and existing Registered Provider partners to identify opportunities to help bolster the delivery of affordable homes across the city.

Water Management

- 5.26 The plots within First Street are under different ownerships and each development plot will be brought forward in line with individual commercial delivery plans and timescales, dependent on the wider economic environment. It will, therefore, not be possible to deliver a legally binding area-wide strategy for infrastructure, as some landowners would not be able to commit to associated substantial costs at this stage. Each developer will be required to consult with United Utilities on their respective proposals at the appropriate time during the planning process.
- 5.27 Surface water management and inclusion of sustainable drainage is a policy requirement and so will be addressed as part of the public realm strategy, and delivered via each planning application. The framework is a material consideration in planning decisions although it does not constitute planning policy. All development proposals will be assessed in accordance with adopted policy and up to date guidance. A revision to the framework is

proposed, adding paragraph 4.8, to provide reference to water the management priorities as set out in United Utilities consultation response.

- 5.28 United Utilities will be consulted in respect of individual development proposals and opportunities to enhance drainage will be considered in respect of individual scheme feasibility and viability.
- 5.29 For relevant sites, landowners and developers will be expected to engage with relevant parties at an early stage to seek to acquire riparian rights to discharge water. However, it is recognised that this will rely on third party agreement and so may not be possible in all cases, if it risks compromising timely and viable delivery of the frameworks regeneration objectives.
- 5.30 The inclusion of above ground SUDS will be considered as part of the public realm strategy.
- 5.31 A revision to the framework is proposed, adding paragraph 4.7, to highlight the requirement for future development to provide a robust approach to its flood risk and drainage strategy. This should highlight how the proposals will not increase flood risk, and have an ambition of reducing the impact of increased surface water drainage on the sewer network.

General Comments

- 5.32 The Council is currently assessing the viability of delivering a new signalised pedestrian crossing aligned with the latest planning application for First Street (Plot 9). The specific location and timescale for delivery of this crossing is not yet determined, however, it is envisaged that it would be on Medlock Street, north of the junction with River Street. It is proposed to reference this aspiration within the framework.
- 5.33 The Metrolink network has grown significantly since its inception in 1992. The network now connects the city centre and much of Greater Manchester. The Metrolink network is expected to expand over the next two decades. However, at this time there are no plans for routes which incorporate the Princess Parkway.
- 5.34 A City Centre Transport Strategy is currently being produced, which will take a holistic view of transport to and around the city centre. Metrolink represents one mode of sustainable publically accessible transport, and many of the communities to the south of First Street have seen improvements to bus routes and services and cycling and pedestrian infrastructure in recent years.
- 5.35 The framework addendum represents a key development opportunity for the city centre. However, development represents just one area of Council investment. Significant and continued investment is being made into a range of areas including; cultural amenities, new high quality public realm, and the education and skills of the city's residents.

- 5.36 The land which has been developed as The Ivy restaurant is privately owned, within the wider Spinningfields neighbourhood. The public space provided prior to the development was implemented as a temporary solution during the delivery of earlier phases of construction. As highlighted earlier, new public realm and green space is being developed in a number of areas of the city centre.
- 5.37 A revision to the framework is proposed at paragraph 3.20 to provide increased clarity on the approach to vehicle parking. The framework, whilst able to guide what should be considered as acceptable development in an area, cannot overrule policy or the Development Plan. Manchester's Core Strategy (2012-2027) sets out relevant policy (Policy T2) which states that parking in the city centre will be considered on a case by case basis so that development "reflects the highly accessible nature of the location, as well as the realistic requirements of the users of the development". The framework prioritises enhancements to the pedestrian experience across First Street to encourage sustainable modes of transport, aligned with the Manchester Climate Change Framework 2020-2025, which details the city's high level plan for tackling climate change which includes reducing private car travel.
- 5.38 Consistent with the city's approach to promoting active transport, it is appropriate and likely that a significant amount of cycle parking could be delivered through development within the framework. Manchester's Core Strategy (2012-2027) sets out city-wide minimum standards for cycle parking, which can be found at Appendix B of the strategy, organised by use class.

6.0 Conclusions

- 6.1 The draft First Street development framework addendum seeks to stimulate and guide the next phases of development in this important neighbourhood. This 2020 addendum carries forward the key development principles underpinning the 2015 First Street Development Framework and subsequent 2018 update.
- 6.2 The 2020 addendum updates previous iterations of the framework to incorporate and provide a development approach consistent with the overarching development principles for three specific sites; Little Peter Street, One City Road and the Premier Inn site.
- 6.3 Subject to agreement by the Executive, it is suggested that the development framework addendum is amended to:
- Provide specific reference to trees and soft landscaping.
 - Note water management priorities.
 - Reference flood risk and the associated mitigation measures.
 - Capture the aspiration to deliver a new crossing point on Medlock Street.
 - Provide further clarity regarding the approach towards vehicle parking at First Street.
- 6.4 Consultation will need to continue with residents and stakeholders throughout future development phases as specific development proposals come forward.

6.5 Recommendations appear at the front of this report

7.0 **Key Policies and Considerations**

(a) Equal Opportunities

7.1 The proposals will provide new connections to surrounding neighbourhoods, providing improved access to local residents and the opportunities within the First Street area. In addition, there is a commitment to ensure that design standards throughout the development will comply with the highest standards of accessibility.

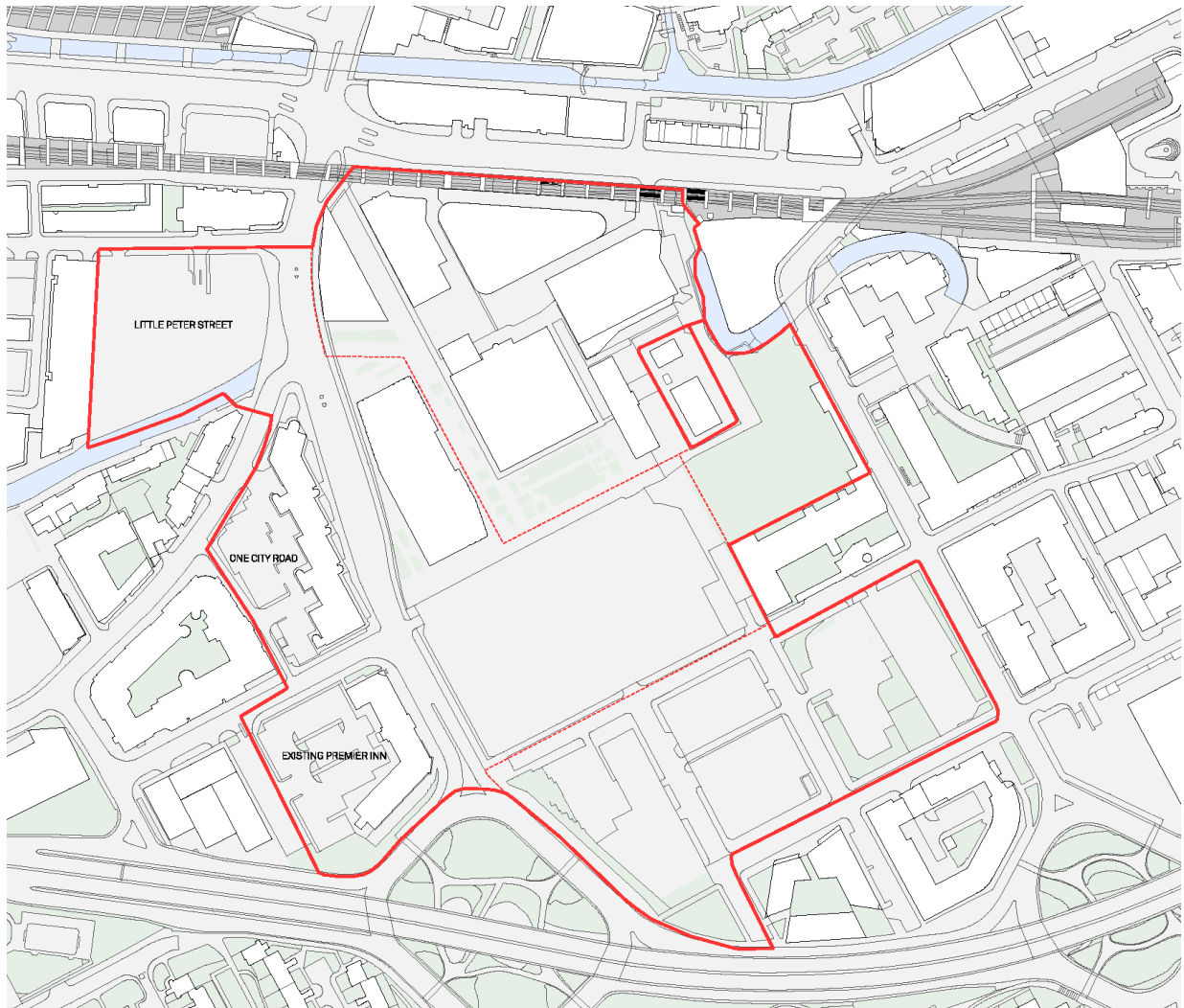
(b) Risk Management

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

(c) Legal Considerations

7.3 If the update to the framework is approved by the Executive, it will become a material consideration for the Council as Local Planning Authority.

Appendix A: First Street site plan



This page is intentionally left blank

**Manchester City Council
Report for Resolution**

Report to: Executive – 3 July 2020

Subject: Co-living in Manchester

Report of: Strategic Director - Growth & Development

Summary

This report informs the Executive of the outcome of a consultation exercise with key stakeholders on co-living, and requests the Executive endorse an approach to co-living in advance of the review of the Local Plan.

Recommendations

The Executive is recommended to:

1. note the outcome of the consultation exercise with key stakeholders on co-living; and
 2. endorse the approach set out in the report to help guide the decision making process in advance of the review of the Local Plan and request the Planning and Highways Committee take this approach into material consideration until the Local Plan has been reviewed.
-

Wards Affected: All

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

Future residential development proposals, including co-living, will need to be carefully considered in order to ensure that they contribute towards the city meeting its zero-carbon target by 2038. Construction will be required to meet the highest standards of sustainable development. Where residents are choosing to live in the city centre, close to their place of work, and using walking and cycling facilities to travel to work, vehicle trips and the resulting congestion and carbon emissions associated with them are reduced.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	A residential market offer of high quality design, targeting young professionals as occupiers, contributes to place-making in an area and will support growth of the economy by maximising the competitiveness of the city. Schemes that support the wider regeneration of an area can

	help drive new investment and redevelopment and meet the demands of a growing and dynamic work force. Young workers living in the city could support the growth of the local economy.
A highly skilled city: world class and home grown talent sustaining the city's economic success	New residential led development within the region's economic hub will both support population growth, and the retention of graduate talent in Manchester by providing an attractive residential offer in key areas of the city centre. Construction is a growing sector, and employment opportunities will arise from the development of new accommodation.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	New residential led development, where appropriate to the area it is built in, will support the Residential Growth Strategy to deliver new homes in the city, as well as the attraction and retention of the talent required to support Manchester's strong growth trajectory over a range of economic sectors.
A liveable and low carbon city: a destination of choice to live, visit, work	The Council is committed to providing new homes in the city, close to job and leisure opportunities, reducing the need to travel. A key priority of new development is to promote sustainable travel modes to access the city centre, and to provide high quality public realm that are attractive places for residents, workers and visitors alike.
A connected city: world class infrastructure and connectivity to drive growth	Residential development in the city centre provides opportunities for residents to live close to their place of work as well as close to major transport hubs in the city centre, ensuring productivity, and enhanced connections to employment, networking and training opportunities.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

New co-living schemes could have implications for Council Tax revenue.

Financial Consequences – Capital

None arising from this report.

Contact Officers:

Name: Louise Wyman
Position: Strategic Director, Growth & Development
Telephone: 0161 234 5515
E-mail: l.wyman@manchester.gov.uk

Name: Dave Roscoe
Position: Deputy Director of Planning
Telephone: 0161 234 4567
E-mail: d.roscoe@manchester.gov.uk

Name: Pat Bartoli
Position: Director of City Centre Growth & Infrastructure
Telephone: 0161 234 3329
E-mail: p.bartoli@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.

- Greater Manchester's Plan for Homes, Jobs, and the Environment: Greater Manchester Spatial Framework Draft 2019
- Manchester Residential Growth Strategy and Action Plan 2016/17 – Report to Executive, 2 March 2016
- Manchester Residential Growth Strategy: Action Plan Update, Economy Scrutiny Committee, 9 January 2019
- Manchester City Centre Strategic Plan (2015-2018)
- The Manchester Core Strategy - Adopted on 11th July 2012
- Manchester Housing Strategy (2016-2021)
- Report to Executive - 19 December 2019 - Co-living in Manchester

1.0 Introduction

- 1.1 Manchester city centre has seen significant growth over the last 20 years, including growth in demand for residential lettings and the redevelopment of neighbourhoods, to offer high quality cultural, leisure and employment opportunities for residents and visitors. By 2025, 100,000 people are expected to live in the city centre. In line with recent trends, a significant proportion of this increased population is expected to be in the 20-35 age group. It will be necessary to provide accommodation at a price point that is attractive to this age group and to young graduates, who are considered essential to many growth sectors.
- 1.2 Traditionally, a significant proportion of young graduates have either gravitated to the south of the city and often live, in shared accommodation, or sought accommodation in the city centre. However, price points and availability in the city centre has not always made it possible for them to secure the choices they seek. In particular, new graduates some of whom may also be new to the city, do not always find it easy to secure accommodation quickly, close to their place of work. This can make it more difficult to attract and retain talent in the city.
- 1.3 As reported to Executive on 19 December 2019, Manchester has seen operators promote new occupancy models in the residential letting market INCLUDING Co-living. The Executive agreed that key stakeholders should be consulted on the key policy considerations and issues on co-living, as detailed in this report and summarised in Section 4.0 below.

2.0 Background

- 2.1 There is no standard definition of co-living accommodation, which can comprise of a mix of private studios and 'cluster-style flats' (with shared communal areas) in which bedrooms can be rented out individually or in groups.
- 2.2 The co-living market is new and untested in Manchester. The report to Executive in December set out a number of issues and policy considerations regarding co-living schemes in Manchester, which would need to be considered in advance of developing a policy position, as part of the review of Manchester's Local Plan.
- 2.3 The Council has begun the review of the 2012 Core Strategy and the retained policies from the Unitary Development Plan (UDP) 1995. In addition to this, an initial public consultation on the Local Plan was held February - April 2020, on the issues to be covered as part of its review.
- 2.4 The reviewed Local Plan will set out how the city should plan for new development, infrastructure and a growing population over the next 15 years, whilst ensuring that key policy proposals such as the zero-carbon framework are achieved. The review of the Local Plan will also consider the residential context in the city centre.

2.5 Phase 1 of the consultation was held prior to the outbreak of Covid-19, which is expected to have a significant impact on the local economy and the needs of city centre employers and residents. This is considered in more detail in section 7.0 below. The reviewed Local Plan is due to be adopted in 2023, after further consultation stages are completed.

3.0 Consultation Process

The initial consultation on co-living was carried out in two phases. A consultation process has taken place with developers and key organisations. (Phase 1). Consultation with wider stakeholders, including residents (Phase 2), has taken place as part of the Local Plan review.

4.0 Key Issues and Policy Considerations

4.1 The report to Executive in December outlined some of the considerations for an approach to co-living in Manchester, which would be consulted on. It noted that co-living represents a new, emerging sector. Although there are some similarities to short-term serviced accommodation, the market is ahead of policy and this presents challenges in appropriately appraising planning applications for proposed developments, with little or no historic precedent in the city. This coupled with the fluidity in the definition of co-living, means there is a challenge to develop policy capable of keeping pace with the rate of change. There is therefore, a need to consider how the Council should approach any co-living applications that are currently being proposed and begin a consultation process on this.

4.2 There is anecdotal evidence from some developers delivering schemes in Manchester targeted at digital and technology businesses, that there may be a link between co-living and growth, as such accommodation could be attractive to employees where it is directly linked to the proximity of such companies, aiding talent recruitment and retention.

4.3 Given that the product is untested in Manchester, it is not considered appropriate to approve a significant level of co-living accommodation. It is suggested that only a restricted amount can be supported in advance of a full policy approach being developed, on the basis outlined below. The performance and impact of co-living will need to be regularly reviewed to ensure the right policy is adopted.

4.3a It is suggested that the following considerations are applied to any co-living schemes that come forward in the interim period before a policy on co-living is developed, and whilst the product is new to the market: [Detail included from previous report to justify the need for a new approach]

- Co-living should be restricted to a limited number of key areas of high employment growth within the city centre, where it can be demonstrated that a co-living development could provide added value to the wider commercial offer in the area.

- The size and scale of the developments need to be underpinned by the generation of employment opportunities from growth in key sectors in the city.
- Safe and secure, zero carbon developments will only be considered. Schemes should be in city centre locations that are well connected, to ensure residents can access jobs, public transport, walking and cycling routes in the city.

4.4 The following conditions are to be considered for co-living schemes, for example, through Section 106 agreements:

- Development should provide an appropriate mix of cluster flats and private studios, complying with MCC's adopted space standards, as part of the Manchester Residential Quality Guidance.
- A long-term operational management platform will need to be provided for across each scheme in its entirety. This should include a single management and lettings entity, with a long-term commitment.
- Developers should be required to legally commit to renting only to working households, or households actively seeking work, and precluding letting to students.
- A maximum stay should be defined for short-term studio lets, for example, six months.
- Developments must contribute to Council Tax revenue, with Council Tax paid by the operator, in order to strengthen the tax base.
- A contribution should be made in accordance with the city's affordable housing policy.
- Developments must have a clear place-making delivery strategy, including open spaces and public realm.
- Planning applications should include a conversion plan to demonstrate how the building could be repurposed if required.
- Co-living is not an affordable housing product on a price per sq. metre basis and cannot be seen as a mechanism for developers to meet affordable housing targets in Manchester.

4.5 In addition to the above, we would not expect parking to be a component of any co-living scheme.

5.0 Outcomes of the consultation

Phase 1

5.1 The Phase 1 stakeholder consultation closed on 9 March 2020 and 5 developers responded. They all expressed an interest in developing co-living schemes in Manchester and considered that:

- a) The approach should be less cautious in the city centre and the amount of accommodation should not be limited;
- b) There should be more flexibility about where it would be supported in the city centre;

- c) The scope should be broadened to include existing successful business and not just new or recently arrived employers;
- d) The size of units in co-living schemes should not necessarily have to comply with approved space standards;
- e) Restricting the length of tenancies could disrupt tenants;
- f) Some considered co-Living to be affordable housing;
- g) Zero carbon policy requirements could undermine viability; and.
- h) Co-Living schemes should not automatically exclude students.

Phase 2

- 5.2 Consultation on Local Plan issues closed on 3 May and phase 2 respondents were asked to comment on the following statement:

The emerging issue of co-living accommodation is a matter the plan will also need to address. The Council has recently set out an initial position on the matter, noting the issues around its development, the nature of the product, and the limited contribution it could make to the city's housing offer. Further work will be required to help inform any policy approach that will feature in the Local Plan in due course. Other forms of short-term renting, including AirBnB, will also need to be addressed in the Local Plan."

- 5.3 There were 561 responses from residents, businesses, statutory consultees and partner agencies (although not all commented on the co-living statement). Most of the responses were from residents.
- 5.4 Whilst most residents who responded on the co-living statement acknowledged the need for a range of good quality, affordable accommodation there was a general consensus that this should not include multi-occupation developments or subdivision of buildings into multiple units.
- 5.5 There was also concern that car parking is prioritised over green spaces when planning for multi-occupational developments, and there is often increased instances of littering and build-up of refuse in the surrounding areas of multi occupational buildings.
- 5.6 Submissions from landowners and developers (normally via a professional agent) generally seek to promote their own sites for this type of development, and are supportive of growth and development in general.

6.0 Response to the Issues Raised from the Consultation

- 6.1 It should be noted that in adjacent authorities, large co-living schemes have either already secured planning consent or are in the pipeline, which reinforces the need to consider this issue with great care. It is considered that we should maintain a cautious approach to this product as it is unproven in the city and elsewhere in the UK. However, we should be open to new and innovative housing models, and on this basis a co-living product could be supported in limited numbers, to enable us to fully understand if and how it would contribute to our overall housing offer. An initial ceiling of up to 5,000

units would allow the Council to evaluate the suitability of this type of development at a manageable scale, and the contribution these facilities can make to our core objectives.

- 6.2 In order to ensure that any co-living development is sustainable, and supportive of the city's inclusive growth agenda, the Council reaffirms the principles of the report presented to December's Executive. All co-living proposals, up to an initial ceiling of 5,000 units, should be tested against the issues and considerations, as set out in Section 4 of this report, and will need to be able to demonstrate that they meet the criteria.
- 6.4 Certain areas within the city centre could be more suitable for co-living schemes, where they could support regeneration, economic outcomes and place-making. St Johns, First Street/Oxford Road Corridor and Piccadilly/Northern Quarter could be particularly suitable in this respect, in terms of the sectors that are targeted in those areas (i.e. media & creative and tech) and the importance of graduate recruitment to those sectors. It is considered therefore that co-living development could support on-going regeneration in these areas.
- 6.5 Within this context, developers will need to demonstrate a clear rationale and need, based around their contribution to the local economy, responding to the specific needs of employers and supporting jobs; it would be essential to demonstrate that there was a clear link between the need to recruit and retain staff and the adjacency of the co-living product. This could potentially include existing businesses as well as new employers in these locations. This would ensure that a balance of different types of housing is delivered in the city centre, which meets the needs of all residents, support our growth and regeneration objectives, and is in line with Manchester's Housing Strategy.
- 6.6 As a general principle co-living schemes should conform to Manchester policies and specific standards, in line with existing policy. The circumstances of co-living outlined in section 4.1-4.3 above are relevant to the consideration of co-living proposals and should be regarded as a material consideration in planning decisions pending the adoption of a formal policy on co-living. If a co-living proposals does not accord with current policy (for example, departing from space standards), it will need to show that there is a compelling and over-riding rationale for so doing, and that the benefits outweigh the areas of non-compliance . Where developers were able to demonstrate this, it would be a requirement that additional amenity space would be provided in close proximity to those units, that did conform to those standards.
- 6.7 Any policy developed through the Local Plan, would have to balance the needs of existing and new residents. Good management would be an essential requirement of any co-living scheme, and the respective developer should contribute to place making, public realm provision, and public service management and delivery. In general terms, we would not expect parking to be a component of any co-living scheme.

6.8 In balancing the views of developers and residents, along with current policies and standards, it is considered that the principles set out in the report to December Executive remain appropriate. The principles will be kept under review as applications come forward, and a formal policy can be developed and tested through the review of the Local Plan. The current context (see below) should also be considered.

7.0 Covid-19 – Potential Impact on Co-Living Developments

7.1 It should be noted that the consultation with Phase 1 stakeholders closed before Covid-19 social distancing restrictions were put in place.

7.2 The full economic impact of Covid -19 and the speed of economic and business recovery will not become clear for some time. The city centre is likely to be particularly badly hit, with some businesses remaining closed for a significant period and demand in some areas slow to return. This could affect the level of business growth and their talent and employee needs.

7.3 The current indications are that social distancing policies are likely to be in place for some time, while the longer term behaviour change resulting from the outbreak is still unknown. The result could mean that co-living arrangements could become unpopular with potential tenants who may be reluctant to share accommodation and amenities with strangers, and make such developments less viable.

7.4 These issues would suggest the need to keep the quantum of co-living schemes under close review, as recommended in this report.

8.0 Conclusion

8.1 This report details the outcomes of a consultation process with stakeholders on the co-living concept in the city, in order to inform a policy approach in advance of the Local Plan review. While not formal policy, the recommendation is for this approach to be of material consideration when considering planning applications for co-living schemes.

8.2 It is, therefore, recommended the City Council adopts the approach set out in this report on an interim basis, in advance of the Local Plan review and update in 2023, and that the Planning and Highways Committee take the recommendations of the Executive into material consideration when considering planning applications for co-living. As part of this, the impact of any new co-living proposal should be appraised and evaluated, and that such review is continued on an on-going basis.

9.0 Recommendations

9.1 Recommendations appear at the front of this report.

10.0 Key Policies and Considerations

(a) Equal Opportunities

- 10.1 The Council's proposed approach to co-living has been consulted upon with a wide range of stakeholders, enabling all interested parties to engage in the process.

(b) Risk Management

- 10.2 Risks will be considered on a scheme by scheme basis.

(c) Legal Considerations

- 10.3 Any new planning policy relating to co-living will need to be developed and adopted through the review of the Local Plan.

**Manchester City Council
Report for Resolution**

Report to: Executive - 3 July 2020

Subject: Greater Manchester Clean Air Plan – Tackling Nitrogen Oxide Exceedances at the Roadside – Outline Business Case

Report of: Deputy Chief Executive and the City Solicitor

Purpose of Report

To set out the progress that has been made following the Government's response to Greater Manchester's Outline Business Case to tackle Nitrogen Dioxide Exceedances at the Roadside (OBC), and the implications of pandemic management policies (the extent of which are not yet fully understood) for the 10 Greater Manchester (GM) local authorities in relation to the schedule of work and statutory consultation on the Clean Air Plan and the link to taxi and private hire common minimum licensing standards (MLS).

Recommendations

Executive is recommended to:

1. Note the progress of the Greater Manchester Clean Air Plan;
2. Note the progress in the development of the Clean Commercial Vehicle and Hardship funds;
3. Note the initial funding award of £41m for clean vehicle funds to award grants or loans to eligible businesses;
4. Note the Government has accepted the need for vehicle replacement funds for Hackney Carriages, and Light Goods Vehicles, but has requested further development of shared evidence on the needs within that complex sector before responding and does not support the sustainable journeys measure.
5. Note that TfGM is seeking confirmation that the funding award for Bus Retrofit is a continuation of Clean Bus Technology Funds to be distributed as soon as possible as per previous arrangements;
6. Note the government will not support electric vehicle charging infrastructure through Clean Air monies but have committed to work with GM on securing funding from the Office for Low Emission Vehicles (OLEV);
7. Agree the position that the GM Local Authorities will move to a statutory public consultation on the GM Clean Air Plan as soon as reasonably practicable;

8. Further agree the position that the GM Local Authorities' decision to commence a public consultation should be taken once there is a clear timeframe for exiting lockdown and moving to the next phase of the COVID-19 response;
9. Note the implementation of a GM CAZ is delayed to 2022 with a revised implementation date to be confirmed in the consultation commencement report;
10. Note the DfT's positioning paper "Decarbonising Transport – Setting the Challenge";
11. Note the assessment of the possible impacts of COVID-19 to inform a technical briefing note for decision makers; and
12. Note that the GM local Authorities intend to consult on GM's proposed Minimum Licensing Standards, alongside the Clean Air Plan consultation and agree the position for consultation, on when taxi/PHV fleets should be Zero Emission Capable.

Wards Affected: All

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Clean Air Plan aims to improve air quality across Greater Manchester. By doing so the city will become a more attractive place to live, work and visit and this in turn is likely to lead to a stronger economy.
A highly skilled city: world class and home grown talent sustaining the city's economic success	A city with improved air quality is likely to be more successful at retaining and attracting talent.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Ensuring that residents can access job opportunities and other facilities in a safe and clean environment, will enable everyone to contribute to the success of the City.
A liveable and low carbon city: a destination of choice to live, visit, work	Reducing congestion and air pollution will improve perceptions of the City, and help to tackle greenhouse gas emissions.
A connected city: world class infrastructure and connectivity to drive growth	Investing in and maintaining the City's transport infrastructure will help to drive growth.

Financial Consequences – Revenue and Capital budgets

The funding for the proposals to support the Clean Air Zone as originally submitted to JAQU, as an OBC, in March 2019 have been significantly developed and the majority of measures to mitigate the economic impact of introducing a CAZ have been agreed in principle. However, the final design, cost and funding package has yet to be agreed between JAQU and GM. Also, the full package of measures and associated costs may change following consultation and the Procurement and therefore is not finalised.

Individual local authorities are not expected to meet any of the costs related to the introduction of the CAZ; the measures associated with mitigating the CAZ; nor fund any operational costs for the running of the CAZ, aside from ensuring that their own fleet meet the required standards.

To the extent that the ongoing revenue and operational cost risks result in an operating deficit, it is expected that the 'New Burdens Doctrine' would ensure any deficits would be underwritten by JAQU.

It should be noted that the costs and risks of not proceeding are considerable in so far that the GM Authorities could be liable for an unlimited daily fine for not implementing the legally binding Ministerial Directive.

Contact Officers:

Name: Richard Elliott
 Position: Head of Policy, Partnerships and Research
 Telephone: 0161 219 6494
 E-mail: r.elliott@manchester.gov.uk

Name: Fiona Ledden
 Position: City Solicitor
 Telephone: 0161 234 3087
 E-mail: f.ledden@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.

- 31 January 2020, report to GMCA: Clean Air Plan Update
- 26 Jul 2019, report to GMCA: Clean Air Plan Update
- 1 March 2019, report to GMCA: Greater Manchester's Clean Air Plan – Tackling Nitrogen Dioxide Exceedances at the Roadside - Outline Business Case
- 11 January 2019, report to GMCA/AGMA: Clean Air Update
- 14 December 2018, report to GMCA: Clean Air Update
- 30 November 2018, report to GMCA: Clean Air Plan Update
- 26 October 2018, report to GMCA: GM Clean Air Plan Update on Local Air Quality Monitoring
- 15 November 2018, report to HPEOS Committee: Clean Air Update

- 16 August 2018, report to HPEOS Committee: GM Clean Air Plan Update
- UK plan for tackling roadside nitrogen dioxide concentrations, Defra and DfT, July 2017

1. Summary

- 1.1 This report provides a comprehensive update on the development of the GM Clean Air Plan, it sets out a proposal for public consultation in light of COVID-19 implications, and highlights that the implementation of a GM Clean Air Zone needs to be delayed to 2022.
- 1.2 The report recaps on work undertaken to date, highlighting new work to develop a Clean Commercial Vehicle Fund and a new Hardship Fund.
- 1.3 It also includes a summary of correspondence between Greater Manchester and the Department for Environment, Food and Rural Affairs (DEFRA), including the DEFRA Minister's 18 March letter to Cllr Western, GM Green City Region lead, which included a further Ministerial Direction to act and expressing the government's desire for GM to consult on a charging Clean Air Zone Category C, and the reply which emphasised the need for government support for key sectors, including the hackney and LGV business users.
- 1.4 The report also highlights the close link with work to develop Minimum Licensing Standards for the taxi and private hire trade in GM, and sets out that it is intended that a public consultation on this is managed in parallel with that for the GM Clean Air Plan, suggesting that GM sets out a clear roadmap to when taxi/PHV fleets should be emission free.
- 1.5 Finally, the report outlines how the GM Clean Air Plan will support the wider programme of activity around decarbonising the transport sector.

2. Introduction

- 2.1 Government has instructed many local authorities across the UK to take quick action to reduce harmful Nitrogen Dioxide (NO₂) levels following the Secretary of State issuing a direction under the Environment Act 1995 to undertake feasibility studies to identify measures for reducing NO₂ concentrations to within legal limit values in the "shortest possible time". In Greater Manchester, the 10 local authorities, the Greater Manchester Combined Authority (GMCA) and Transport for Greater Manchester (TfGM), collectively referred to as "Greater Manchester" or "GM", are working together to develop a Clean Air Plan to tackle NO₂ Exceedances at the Roadside, referred to as GM CAP.
- 2.2 In its Outline Business Case (OBC) Greater Manchester proposed the following package of measures that delivers compliance in the shortest possible time, at the lowest cost, least risk and with the least negative impacts. They are:
- A charging Clean Air Zone (CAZ) category C which will target the most polluting commercial vehicles including older heavy goods vehicles, buses, coaches, taxis and private hire vehicles from the summer of 2021, and older polluting light goods vehicles from 2023 (i.e. a CAZ C with a van exemption until 2023). It has been assumed at OBC stage that the Clean

Air Zone Charge would be £7.50 per day for taxis, private hire vehicles and light goods vehicles and £100 per day for heavy goods vehicles, buses and coaches.

- A Clean Freight Fund of c.£59m to provide financial support for the upgrade of light and heavy goods vehicles, minibuses and coaches, which will be targeted to support smaller local businesses, sole traders and the voluntary sector.
- A Clean Taxi Fund of c.£28m, to support the upgrade of non-compliant Greater Manchester Licensed taxi and private hire vehicles.
- A Clean Bus Fund of c.£30m to provide, where possible, the retrofit of older engine standards to the less polluting Euro VI standard for those buses registered to run services across Greater Manchester.
- A package of supporting measures including a proposed Loan Finance scheme, sustainable journeys projects, additional EV charging infrastructure.

2.3 The OBC made clear the expectation that the UK Government would support the plans through:

- Clear arrangements and funding to develop workable, local vehicle scrappage / upgrade measures;
- Short term effective interventions in vehicle and technology manufacturing and distribution, led by national Government with local authorities;
- Replacement of non-compliant buses; and
- A clear instruction to Highways England with regard to air pollution from the Strategic Road Network (SRN) in Greater Manchester.

2.4 The OBC outlining these proposals and the supporting evidence was submitted to Government at the end of March 2019. Ministerial feedback was received in July 2019 along with a further direction under the Environment Act 1995 requiring all ten of the Greater Manchester local authorities to take steps to implement a plan to deliver compliance with the requirement to meet legal limits for nitrogen dioxide in the shortest possible time.

2.5 The 2019 Ministerial Direction and accompanying letter included the requirement for the GM authorities to implement a charging Clean Air Zone Class C *without* a van exemption until 2023, with additional measures. The direction also required the GM authorities to jointly submit to the Joint Air Quality Unit (JAQU) revised evidence by 2 August and a Full Business Case (FBC) by 31 December 2019 at the latest.

2.6 The July 2019 Ministerial letter set out that the GM plan appeared to be on track to deliver compliance in the shortest possible time and that on the basis of evidence provided as at that date, the Greater Manchester authorities should continue to proceed towards developing the implementation and contract arrangements of a charging Clean Air Zone in Greater Manchester and that the Government would provide an initial tranche of £36m of funding to take this forward.

2.7 Full detail of the government's response was set out in the GMCA – Clean Air Update report on 26 July.

2.8 The GMCA – Clean Air Update report on 31 January detailed how a delay in receiving Ministerial feedback on the OBC had an impact on the timetable for the GM CAP.

3. Progress Since Last Update – The Results of the Public Conversation and Focus Groups

3.1 GM held a public engagement exercise known as the ‘conversation’ between early May and mid-June 2019 to help inform the work, and this was supplemented by more targeted stakeholder engagement with affected businesses. In addition, further deliberative research has also taken place. Stakeholder dialogue has also continued throughout development of the GM CAP to support the detailed design of the packages of measures.

3.2 These forms of engagement and dialogue have all informed the further development and detailed design of the measures identified in the OBC, to refine the proposals that will comprise the Full Business Case.

3.3 In total, around 3,300 responses were received, via an online survey, paper questionnaire, letters and emails. Over 2,400 of the responses were from individuals, with the vast majority of respondents living in Greater Manchester. As well as this a number of representative bodies (such as the Federation of Small Businesses) responded to the conversation, on behalf of the members they represent.

3.4 There were over 550 responses from businesses based in Greater Manchester and further afield. 61% of business were sole traders, 18% were small businesses, 11% were medium-sized businesses and 10% were large businesses.

3.5 Those with non-compliant vehicles were asked about their view on the funding proposed to support businesses to upgrade. Many businesses either didn’t know what action they were likely to take or thought they wouldn’t take any action. Of those who said they would not take action, the reasons why included; the cost of upgrading their vehicle, constraints around their lease arrangement and that they would prefer to pay the daily charge.

3.6 Scrappage schemes, loans and additional support were suggestions made by respondents on how the proposed GM CAP vehicle funds could support those with non-compliant vehicles to upgrade. There were also comments on who should be prioritised to receive any funding, those comments focused on supporting smaller businesses first.

3.7 The full report from the conversation can be found online at <https://cleanairgm.com/technical-documents>.

4. Progress Since Last Update – Clean Commercial Vehicle & Hardship Funds

- 4.1 At OBC stage, GM set out its funding ask for Freight Vehicles as follows:
- A Clean Freight Fund of c.£59m to provide financial support for the upgrade of light and heavy goods vehicles, minibuses and coaches, which will be targeted to support smaller local businesses, sole traders and the voluntary sector.
- 4.2 The GM CAP is underpinned by analysis and modelling using the best data and tools available. The results of the analysis underpinning the OBC were presented throughout the OBC and written up in full in a series of Technical Reports.
- 4.3 JAQU's officer level feedback on the Outline Business Case (OBC) requested further evidence as part of the options appraisal to provide reassurance that the preferred option would deliver compliance in the shortest possible time and to provide further evidence in support of the bid for Funds.
- 4.4 Extensive data gathering, analysis and modelling has been carried out since the submission of the OBC in order to respond to JAQU's questions and to develop more detailed proposals.
- 4.5 Quantitative and qualitative research has been undertaken with owners and drivers of vans, taxis and private hire vehicles, HGVs and coaches (noting that the latter was cut short by the COVID-19 pandemic). This, alongside the feedback from the Conversation, has informed the development of proposed support measures and CAZ policy.
- 4.6 As a result, better evidence has emerged about the vehicle fleets and businesses in scope for the proposed Clean Air Zone charges, and the support they will require.
- 4.7 Further, extensive liaison has been undertaken with JAQU to agree what would constitute effective and appropriate support measures. GM has benchmarked their proposals against other CAP cities and London, and engaged with those cities to understand their lessons learned.
- 4.8 This work has been summarised in a series of 32 evidence notes and further supplementary Technical Reports that were submitted to JAQU in response to the Minister's feedback, earlier in 2020.
- 4.9 The outcome of this work has resulted in an increased ask of £98m for the Clean Commercial Vehicle Fund, replacing the £59m Clean Freight Fund as set out at OBC. The revised funding ask is considered to better reflect the needs of the vehicles in scope, which are HGVs, coaches, vans and minibuses.
- 4.10 GM considers that it is the smallest businesses and individuals who will be at risk of financial 'hardship' as a result of the implementation of a GM CAZ and that the proposed amount of grant funding to help upgrade to a compliant

vehicle may not be enough to adequately mitigate the potential adverse economic impacts.

4.11 The funding asks have been revised as follows:

- A Clean Commercial Vehicle Fund of c.£98m to provide financial support for the upgrade of light and heavy goods vehicles, minibuses and coaches, which will be targeted to support smaller local businesses, sole traders and the voluntary sector, registered in Greater Manchester.
- The Hardship Fund of c.£10m to support individuals, companies and organisations who are assessed to be most vulnerable to socio-economic impacts from the CAZ.

5. Progress Since Last Update – Ministerial Correspondence

5.1 On 18 March 2020, the GM Green City Region lead received a letter from Rebecca Pow MP (DEFRA Parliamentary Under Secretary of State), copying in all Local Authority CEOs and Leaders, regarding next steps with GM's Clean Air Plan proposals. This letter attached as Appendix One was sent alongside a further Ministerial Direction. The letter explains:

- the government's desire for GM to consult on a Class C Clean Air Zone (accepting GM's case for exempting LGVs to 2023) with the timings of reporting back on the consultation suggesting that this activity is expected to take place in the summer.
- that the government will provide an initial tranche of funding of £41m for grants or loans – this is broken down as £15.4m for bus retrofit, £10.7m for PHVs, £8m for HGVs, £4.6m for coaches and £2.1m for minibuses.
- the government does not support all measures proposed, specifically the Sustainable Journeys measure.
- the government will not support electric vehicle charging infrastructure through Clean Air monies but have committed to work with GM on securing funding from the Office for Low Emission Vehicles (OLEV) (who were allocated £500m in the 11 March budget).
- there is an expectation that GM's Clean Air Zone will be introduced in 2021 so compliance with NO₂ legal limits is met in 2024.

5.2 the government would like to be kept informed of progress of the Minimum Licensing Standards for hackney cabs and private hire vehicles, as it complements the GM Clean Air Plan.

6. Gm Response to Minister Letter / Direction

6.1 Councillor Western wrote in response to the Minister on 8 April, attached as Appendix Two, welcoming the initial tranche of funding along with the acceptance of GM's case for 2023 being the earliest point possible to bring LGVs into the scope of the charging Clean Air Zone and highlighting to government the following important outstanding elements:

- Ensuring that a clear funding position is agreed for Hackney Carriages – GM has been clear that the development of this funding ask is needed to support the progression of consultation on GM's plan with the taxi trade.

- Ensuring that a clear policy position is established for LGV fleet support – reflecting that the GM business community relies on the 70,000+ LGVs in operation here in Greater Manchester. It is stressed that this aspect of work needs to progress quickly so funding can be forthcoming as soon as possible, so as to ensure that bureaucratic delay does not use up the valuable time that could otherwise be available to enable vehicle replacement to happen, following the government agreement to exempt Category C vehicles to 2023.
- Ensuring that a mechanism is put in place for the large-scale rollout of replacement electric buses for the further 600+ vehicles for which there are no accredited retrofit options. The parallel funds for ultra-low emission buses, announced in the March Budget Statement, are highlighted as the logical source for this funding requirement and early confirmation is sought that this is the case.
- Ensuring that a workable arrangement is in place for JAQU to help to secure funding for Electric Vehicle charging infrastructure, noting that £500m was awarded to OLEV in the March budget statement.
- Finally, GM has highlighted outstanding issues regarding specific locations on the Highways England trunk road network that are needed for GM to refine the proposed charging CAZ boundary before it proceeds to statutory consultation.

6.2 The letter also set out that GM will also need to be mindful of the significant changes that could result from the impacts of the ongoing pandemic, more of which is discussed below.

6.3 A summary table of GM's asks v Government offer and commentary, is set out in Appendix Three. Of note, TfGM is seeking confirmation that the funding award for Bus Retrofit is a continuation of Clean Bus Technology Funds to be distributed as soon as possible as per previous arrangements.

6.4 The March 2020 Ministerial Direction means that the July 2019 direction (which required the conclusion of all necessary public consultation activity and submission of the FBC by end of 2019) is revoked. The new Ministerial Direction sets out new submission dates for consultation, delivery plans and FBC. Notably, the new Direction requires conclusion of all public consultation activity and submission of the Interim FBC by the end of October 2020.

7. **Impact of COVID-19**

7.1 The letter and the accompanying direction were dated 16 March, before the enactment of the Coronavirus Act 2020, meaning that the implications of pandemic management policies had not been considered in setting the submission dates. As a result, GM colleagues have been working to understand the wider impacts of the coronavirus outbreak on this programme of work.

7.2 Most immediately is the timing of GM's consultation, which is assumed in the letter to be taking place in the summer. The decision regarding when to commence a consultation cannot be confirmed until there is a clear

timeframe for exiting lockdown and moving to the next phase of the COVID-19 response.

- 7.3 On Wednesday 15 April, following consultation with Leaders, GM made a statement placing the consultation on hold – it can be found in full at: <https://cleanairgm.com/news/greater-manchester-clean-air-plan-consultation-update>.
- 7.4 This also means that the implementation of a GM CAZ is delayed to 2022 (a revised implementation date will be confirmed in a future consultation commencement report).
- 7.5 On Tuesday 28 April, Councillor Western received a letter from Rebecca Pow MP which set out that the Government understands the initial analysis that GM has made about the difficulties of holding a consultation at this time. However, she does encourage GM to continue preparations to be ready to launch one as soon as practicable.
- 7.6 The Government's Joint Air Quality Unit confirmed on 1 May that that authorities should continue to develop measures and packages to tackle the exceedances predicted from modelling to date, subject to further Emissions Factor Toolkit analysis to be provided by JAQU shortly. Furthermore, that there should be no revised economic analysis undertaken without JAQU consent, on the basis that the outcomes of COVID-19 are not yet understood, and that for now authorities should proceed on the basis of their current proposals.
- 7.7 To understand the wider impacts of the COVID-19 outbreak the GM CAP team will make an assessment of the possible impacts of COVID-19 to inform a technical briefing note for decision makers. This assessment will include:
- whether the assumptions underpinning the GM CAP are still valid;
 - whether GM will remain in exceedance of legal nitrogen dioxide limits under the proposals as they currently stand;
 - the measures proposed in the package for consultation; and
- 7.8 whether the proposed support package will be sufficient.

8. The Consultation

- 8.1 GM needs to be mindful of moving its Clean Air Plan forward given the direction to act but also the need to balance this against the impact of COVID-19.
- 8.2 GM has been directed by Government to introduce a category C Clean Air Zone across the region and there is a requirement under Transport Act 2000 to consult 'such a local persons as they consider appropriate about the charging scheme'. The statutory nature of the consultation affords a large degree of discretion to the consulting authority, but would be expected to concern the fundamentals of the CAZ, i.e. the need for a CAZ, the proposed boundary, times of operation and vehicle types that would be subject to

charges if non-compliant, the charges and discounts and exemptions. It is the latter two points that could be most affected by responses to the consultation, given that some of the other elements of the CAZ such as the need for a CAZ and the category of CAZ are mandated by the Ministerial Direction.

- 8.3 The supporting measures, the detail of proposals of the funds and vehicle finance are also set out to enable consultees to respond fully to the GM CAP proposals.
- 8.4 Any consultation conducted in a time of COVID-19-related restrictions will be less than perfect and GM would have to do everything it reasonably can to ensure that the consultation is fair.
- 8.5 GM intends to commence a consultation on the Clean Air Plan as soon as it judges that it could conduct a consultation that allows people, particularly impacted groups, the opportunity to consider and respond to the proposals in a meaningful way with particular regard to the context of Government guidance on social distancing at the relevant time. However, as the position regarding lockdown is fluid, it is not possible to definitively confirm that date, ultimately this will be a judgement call.
- 8.6 The judgement call will clearly be influenced by the government's lockdown exit plan, but also by the economic and social conditions that will present themselves after the realities of exiting lockdown and moving to the next phase of the COVID-19 response are known.
- 8.7 As part of the report that members will receive to determine progressing the consultation GM will set out how it has made the judgment to move forward to its consultation taking into account the information set out above.
- 8.8 Whilst the government has made a number of financial packages available to businesses and the self-employed in this extraordinary situation, GM's residents and businesses are focused on ensuring they and their families and employees stay safe. In addition, GM are very aware that the impact of pandemic management policies are being felt very strongly within the taxi trade. GM recognises that the transport sector has already been hugely impacted by the pandemic, and government policies to stem its spread; and its ability to recover from significant revenue loss whilst also being expected to renew fleet to respond to pre-epidemic policy priorities requires further thought and consideration. Therefore, the groups most affected by GM's Clean Air Plan may need even further assistance that GM had anticipated at the time of GM's previous submission to Government.

9. Gm's Aspirations Around EV Charging

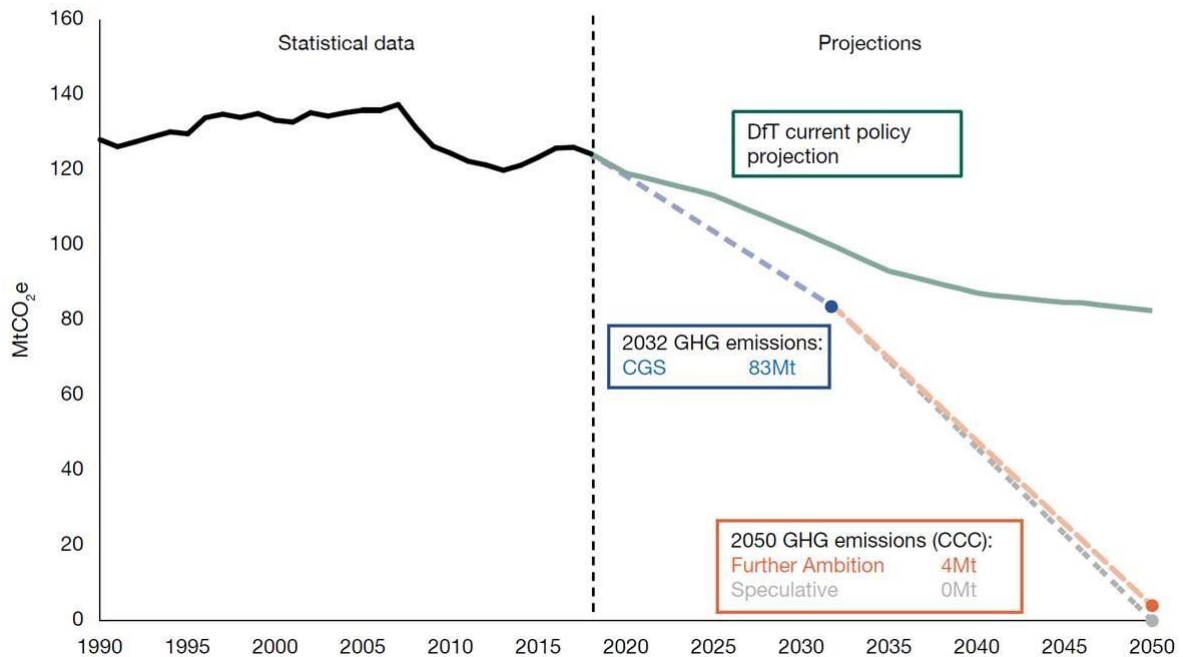
- 9.1 As set out above the government will not support electric vehicle charging infrastructure through Clean Air monies but have committed to work with GM on securing funding from OLEV.

- 9.2 Securing funding is important as the current Electric Vehicle Charging Infrastructure (EVCI) provision in GM is below the North West and national averages of charge points per 100,000 population. GM's EV registration is also significantly below the national average. Based on engagement and delivery to-date it is considered unlikely that private sector investment will deliver the right infrastructure in appropriate locations to deliver the rapid transition to EVs required to support GM's ambitions.
- 9.3 There is therefore a continued need for substantial public sector intervention, supported by a clear policy position, to influence the scale and distribution of EVCI investment (both public and private) in a future network that supports GM's 2040 Strategy ambitions.
- 9.4 A draft EVCI Strategy is in development to support GM's 2040 Strategy ambitions and, in particular, delivery of GM's CAP. The strategy will set out:
- GM's vision for EVCI in across the region;
 - A set of strategic principles to guide the design and future development of the network; and
 - the estimated size, mix and spatial distribution of the network required to meet anticipated / forecasted demand.

10. Decarbonising Transport & GM's Clean Air Plan

- 10.1 In March this year the Government published its "Decarbonising Transport – Setting the Challenge" document. In setting the challenge Government identifies that current policies fail to deliver the reduction in emissions needed if transportation is to play its part in meeting the national legal obligation to be carbon neutral by 2050. The City Council's and GM's ambition is, of course that the city and wider city region should become zero carbon by 2038, 12 years in advance of the national target. There is an estimated gap of 16MtCO₂e projected emissions between the DfT's current policy projections compared to the Clean Growth Strategy targets and the document identifies that **"there is no plausible path to net zero without major transport emissions reductions and delivered soon"**.
- 10.2 Figure 1 DfT's latest domestic Green House Gas (GHG) emissions projections based on current policies, compared to Clean Growth Strategy targets and Committee on Climate Change (CCC) Net Zero 'Further Ambition and 'Speculative scenarios'.

Figure 18: DfT's latest domestic GHG emissions projections based on current policies, compared to Clean Growth Strategy (CGS) targets and CCC Net Zero 'Further Ambition' and 'Speculative' scenarios¹



- 10.3 Government have set out in the document that they are to produce a Transport Decarbonisation Plan¹ that will set out a credible plan on how to put the UK's entire transportation system on a pathway to deliver the necessary GHG reductions and identifies that fundamental changes in the way people and goods move around. They state that is key, identifying that the solution lies with innovation, developing further waste derived fuels, fundamentally changing people's travel behaviour and using smart data to give added value. There are 6 strategic priorities within the document:
- Accelerating modal shift to public and active transport,
 - Decarbonising road vehicles,
 - Decarbonising how we get our goods
 - Place based solutions for emission reduction
 - The UK becoming a hub for green transport technology and innovation
 - Reducing carbon in a global economy
- 10.4 Government propose to engage stakeholders through a series of three workshops based on the above priorities, test ideas and insight from public feedback and present a range of potential policies.
- 10.5 There are many co-benefits (defined by the IPCC as "positive effects that a policy or measure aimed at one objective might have on other objectives") of decarbonising transportation which include public health benefits through increased active travel, improved air quality and reduced noise. Taking action to decarbonise transportation will have beneficial effects not only on the

¹ was planned to be published in the autumn, ahead of COP 26 in November 2020 but has now been postponed due to the COVID-19 epidemic

environment but also on health, wellbeing and quality of life, especially those living in populated areas.

- 10.6 The GM CAP is a place based solution to tackle roadside NO₂ and proposes measures to secure funding for Electric Vehicle charging infrastructure, as well as ensuring that a mechanism is put in place for the large scale rollout of replacement electric buses, which will have a positive impact on carbon. As GM progress the development of its wider transport policies it will take account of these important environmental agendas to ensure alignment of policies.

11. Minimum Licensing Standards and the GM Clean Air Plan

- 11.1 The taxi/PHV trade represents c.20,000 drivers across GM and is a significant part of GM's transport offer.
- 11.2 In 2018, GM's ten local authorities agreed to collectively develop, approve and implement a common set of minimum licensing standards (MLS) for Taxi and Private Hire services that cover the whole of GM. At that time, the primary driver for this work was to improve public safety, but vehicle age and emission standards in the context of the Clean Air agenda are now also a major consideration.
- 11.3 The trade has asked for certainty, funding, and long-lead in times for these changes. This is extremely challenging within the current and emerging policy environment. Officers have been working to develop policy proposals that can meet these needs as far as possible, which is why parallel consultations have been proposed for MLS and GM CAP, and that charging, funding, and licensing policy positions are coherent and joined-up.
- 11.4 The approach seeks to establish a basic and common minimum in key areas, whilst allowing Districts to exceed these minimums where they consider this to be appropriate. As licensing is a local authority regulatory function, the work to devise the Standards has been undertaken by the GM Licensing Managers Network, with TfGM supporting the co-ordination of this work, and alignment with other relevant GM policies, at a GM level.
- 11.5 There are four areas of focus for the MLS:
- Drivers: Criminal Records Checks; Medical Examinations; Local knowledge test; English language; Driver training; Driving Proficiency; Dress Code.
 - Vehicles: Vehicle emissions (diesel Euro 6 and above, petrol Euro 4 and above); Vehicle ages (under 5 years at first licensing, no older than 10 years); Vehicle colour (Black for Taxi/Hackney, white for PHV); Vehicle livery (common GM design with Council logo incorporated); Accessibility (all Taxis to be wheelchair accessible); Vehicle testing; CCTV; Executive Hire; Vehicle design and licensing requirements.
 - Operators: Private Hire Operators / staff will require basic criminal record check; more stringent requirements in relation to booking

records; Operators to take more responsibility for the behaviour of their drivers.

- Local Authorities: Applications may be submitted up to 8 weeks in advance of licence expiry; Once determined, licence issued within 5 working days; Agree to develop common enforcement approach and a framework to which licensing fees are set; Councillors to receive training before they hear applications.

- 11.6 The GM CAP will require taxi/PHV vehicles to meet stricter emissions standards than at present, which will mean a significant proportion of the trade will need to upgrade their vehicles to meet these emissions standards to avoid a charge. The CAP has the potential for a significant pot of funding to support the trade to upgrade their vehicles.
- 11.7 In addition, The GM Five Year Environment Plan (5YEP) sets an ambition for GM to be carbon neutral by 2038. This means sectors such as transport need to take very significant action now to reduce carbon emissions. For transport this means a rapid shift to vehicles that are not powered by fossil fuels.
- 11.8 From a policy perspective, GM wants to develop a position that minimises the impact on the trade while meeting the targets set out in the GM CAP and 5YEP. Incentivising a switch to an electric (or zero-emission capable, “ZEC”) vehicle, using clean air funding, provides a long-term solution to compliance and meets climate obligations.
- 11.9 To invest in ZEC vehicles, taxi proprietors also require long term confidence in the local policy landscape, including future interventions and supporting infrastructure. Other local authorities have a ZEC requirement now or have set out a clear roadmap to when their taxi/PHV fleets should be emission free.
- 11.10 For MLS, this means introducing two future dates within the MLS for:
- “new to licence vehicles” to be ZEC; and
 - All vehicles must be ZEC.
- 11.11 This will provide certainty for investment and maximise the funding through the clean air plan. The risk of an unclear policy is that it potentially drives the purchase of more fossil fueled vehicles, either locking new fleet into 10 years of emissions or putting proprietors at risk of future interventions mid-way through a vehicles useful life as a licensed taxi.
- 11.12 The dates proposed as the GM Taxi/PHV ZEC roadmap as the position for consultation are suggested as:
- From 2025 all new to licence vehicles would need to be ZEC; and
 - From 2028 all vehicles would need to be ZEC, meaning an entirely zero emission taxi/PHV fleet across GM by 2029.

12. Next Steps

- 12.1 Officers will:
- Continue dialogue with JAQU to secure a clear response from government on GM's outstanding clean air funding asks;
 - Continue to undertake the preparatory implementation and contract arrangements that need to be undertaken to deliver the CAZ and other GM CAP measures;
 - Continue preparations to be ready to move to a statutory public consultation on the GM Clean Air Plan as soon as reasonably practicable; and
 - Bring a further report on the consultation on proposals to the Executive when there is a clear timeframe for exiting lockdown and moving to the next phase of the COVID-19 response.

13. Recommendations

- 13.1 Recommendations are set out at the front of this report.

Appendix 1 – Ministerial Correspondence

Department
for Environment
Food & Rural Affairs

Seacole Building
2 Marsham Street
London
SW1P 4DF

T 03459 335577
defra.helpline@defra.gov.uk
www.gov.uk/defra

Cllr Andrew Western
Trafford Council,
Trafford Town Hall,
Talbot Road,
Stretford,
M32 0TH

16th March 2020

Dear Andrew

I am grateful for the work Greater Manchester authorities and the team at TfGM have undertaken on your plan to deliver nitrogen dioxide (NO₂) compliance in the shortest possible time. Following the submission of your OBC last year, we asked you to provide further evidence on a number of aspects. I am satisfied that, with the further evidence submission provided by TfGM at the end of January 2020, the main evidence queries set out in earlier correspondence from then Minister Coffey have been suitably addressed. There are some technical clarifications my officials will discuss with you to provide final assurances, however, I am content that you should continue to consult and implement your Class C Clean Air Zone (CAZ).

I am aware that you have also provided further evidence and justification to JAQU for an exemption to 2023 for LGVs in the Clean Air Zone. Following a review of this evidence I am prepared to accept your case for the exemption for LGVs to 2023.

Upon reviewing the evidence provided for the preferred option to achieve compliance, we do not support all of the measures proposed. While the modelling shows some additional support measures alongside a CAZ are required to enable delivery of NO₂ compliance in the shortest possible time, our assessment indicates that not all would be needed

From the evidence provided, we are not convinced the sustainable journeys measure is necessary. The evidence shows this contributes a minimal amount to NO_x reduction in key locations. We can only support, from the Implementation Fund, measures that are needed to meet compliance as soon as possible so I regret we will not be supporting this measure in your plan. Similarly, I know you have been discussing electric vehicle charging infrastructure with JAQU. It is not a measure needed for compliance, so cannot be supported by the Implementation Fund. The JAQU will continue to discuss with TfGM other funding opportunities for this.

I am also aware that you have been looking for assurances to support drivers affected by the Clean Air Zone. We have always been clear that funding will be provided from the Clean Air Fund for businesses and individuals most affected by the

Greater Manchester Clean Air Zone and least able to adapt, based on evidence of need. It is disappointing that this has led you to delay the consultation on the plan, and thus failing to meet the legal requirement to provide an FBC by the end of 2019.

Despite this, I am satisfied that you have continued to prepare and develop arrangements for the CAZ. I believe there is a case for releasing some funds from the Clean Air Fund now, ahead of your final plan to support businesses most impacted by the CAZ. I am pleased to provide an initial £41m in funding, comprising £15.4m to support bus retrofit; and the upgrade of PHVs (£10.7m), HGVs (£8m), coaches (£4.6m), and minibuses (£2.1m) through grant or loans.

The JAQU will continue to work with TfGM on a timeline for delivery of these schemes. This is without prejudice to further funding decisions. We will provide additional CAF funding for sectors affected by your plan based on demonstration of need once the final plan is approved. This is in addition to funding for implementing the CAZ, where we have already provided £36m and will make further funding awards based on your final plan.

I understand alongside the NO2 plan, Greater Manchester authorities will also be consulting on minimum emission licensing standards for taxi and private hire vehicles. This will be an important complementary measure to the NO2 plan to support raising the standard of the fleet, alongside CAF funding. I looking forward to the conclusion of that consultation and confirmation of the standards and timing for when these will be in place. I would be grateful if you could keep JAQU informed of progress.

I look forward to Greater Manchester authorities commencing the consultation on your Clean Air Plan, and providing a final plan as soon as possible. As you know the requirement is to meet compliance with legal NO2 limits in the shortest possible time. We are still expecting that, in line with the timetable Greater Manchester authorities have set out, that the Clean Air Zone will be in place in 2021 in order to meet compliance in 2024. According, I attach a revised direction to Greater Manchester authorities setting out delivery dates for key business case documentation based on your plans, requiring

- (i) a draft delivery plan for each of the individual measures in your NO2 plan by 31 July 2020;
- (ii) an interim FBC by 30 October 2020; and
- (iii) a report by 30 November 2020 that details: the results and analysis of the consultation; any proposed changes to individual measures; and the steps to FBC.

The delivery plans should set out the strategic, economic, commercial, financial and management detail of each measure, ahead of the FBC (and for the Clean Air Zone the outstanding commercial, financial and management detail).

We recognise that the draft delivery plans and interim FBC, under (i) and (ii), will be prepared ahead of the consultation and will be subject to change, further we also recognise that some documentation requested may be subject to formal governance by the 10 Greater Manchester authorities, so draft versions that have been prepared

for governance to meet these dates are acceptable, so we can consider these documents in parallel recognising they may not be approved during the decision making process.

My officials will shortly be issuing grant letters for the Clean Air Fund award.

I am copying this letter to the leaders of each of the Greater Manchester authority councils and the Mayor.

Yours sincerely

REBECCA POW MP

Appendix 2 – GM Response to Ministerial Correspondence

Rebecca Pow MP
Parliamentary Under Secretary of State
Department for Environment, Food and Rural Affairs
Seacole Building
2 Marsham Street
London
SW1P 4DF

08 April 2020

Dear Minister

I write further to your letter received on 18 March, regarding next steps with Greater Manchester (GM)'s Clean Air Plan proposals. My response to your letter is made with advice from TfGM ahead of a formal discussion with my Local Authority colleagues.

I welcome the confirmation that you are satisfied with the additional options appraisal evidence with the main evidence queries having been suitably addressed, recognising there are some further technical clarifications that are needed for final assurances; and the steps forward that are contained within your letter. In particular, I noted that your letter outlines:

- the government's desire for GM to consult on a Class C Clean Air Zone (accepting our case for exempting LGVs to 2023) with the timings of reporting back on the consultation suggesting that this activity is expected to take place in the summer;
- that the government will provide an initial tranche of funding of £41m for grants or loans – and that this is broken down as £15.4m for bus retrofit, £10.7m for PHVs, £8m for HGVs, £4.6m for coaches and £2.1m for minibuses; and
- that there is an expectation that GM's Clean Air Zone will be introduced in 2021 so compliance with NO₂ legal limits is met in 2024.

Whilst the initial tranche of funding is welcome along with the acceptance of our case for 2023 being the earliest point possible to bring LGVs into the scope of the charging Clean Air Zone, there are a number of aspects within our Plan that your letter has not yet been able to provide certainty over.

Firstly, I have noted that the initial release of funds outlined in the letter does not currently set out an offer of funding for Hackney Carriages as proposed by Greater Manchester, however, I do note the intention to review this further with GM officials. Further development of this funding ask is crucial if consultation on our plan with the taxi trade is to be progressed in a fully informed manner.

I also noted that the initial release of funds outlined in the letter does not currently set out an offer of funding for the business community that relies on the 70,000+ LGVs in operation here in Greater Manchester. Again, I must encourage the work on this aspect to progress quickly so funding can be forthcoming as soon as possible, so as to ensure that bureaucratic delay does not use up the valuable time that could otherwise be available to

enable vehicle replacement to happen, following your agreement to exempt Category C vehicles to 2023.

The funding for buses in your letter will provide the basis for developing a model to retrofit the circa 1,000 buses in Greater Manchester that are capable of being converted. However, there remain a further 600+ vehicles for which there are no accredited retrofit options. We anticipate the parallel funds for ultra-low emission buses, announced in the March Budget Statement, may provide a source for this funding requirement, but we would welcome early confirmation that this is the case. Similarly, we would welcome clarification from JAQU, to help us to secure funding for Electric Vehicle charging infrastructure. I note that £500m was awarded to OLEV in the March Budget Statement.

Finally, we need to ensure that funding routes remain open to the other elements in our Plan that have not been supported by the letter, including the proposed Clean Air Hardship Fund; and the mobilisation/delivery costs for vehicle funds; and there remain outstanding issues regarding specific locations on the Highways England trunk road network that will be crucial to a coherent consultation proposal.

I note that your letter and the accompanying direction were dated 16 March, before the enactment of the Coronavirus Act 2020. Clearly since this time the focus of the nation has shifted dramatically to responding to the global COVID-19 pandemic. As a result, GM colleagues are working to understand the wider impacts of the coronavirus outbreak on this programme of work.

Most immediately, I would like to highlight the timing of GM's consultation, which is assumed in the letter to be taking place in the summer. The planning for this activity cannot be progressed until there is more clarity around the implications of the national response to coronavirus.

As you will appreciate, whilst the government has made a number of financial packages available to businesses and the self-employed in this extraordinary situation, our residents and businesses are rightly focused on ensuring they and their families and employees stay safe. In addition, we are very aware that the impact of pandemic management policies will be felt very strongly within the taxi trade. Furthermore, conducting a consultation in this lock down situation would seem inappropriate as many consultees may not have the opportunity or capacity to consider and respond to the proposals in a meaningful way as required by the public law principles of fair consultation.

Therefore, the proposition of consultation during this immediate period would not seem either viable or appropriate. Nonetheless, we remain committed to meeting our clean air obligations at the earliest opportunity and will be ready to continue to work as the circumstances change.

In doing so, we will also need to be mindful of the significant changes that could result from these exceptional times. We know that the transport sector has already been hugely impacted by the epidemic, and government policies to stem its spread; and its ability to recover from significant revenue loss whilst also being expected to renew fleet to respond to pre-pandemic policy priorities requires further thought and consideration. Therefore, the groups most affected by our Clean Air Plan may need even further assistance than we had anticipated at the time of our previous submission to Government.

More broadly, there will be wider economic impacts that may be sustained and that could significantly change the assumptions that sit behind our plans. Our officials have begun to consider this; and it is highly likely that we will need to update you and the JAQU team as the picture becomes clearer over time. I note that in recent days the JAQU team have made contact with TfGM to clarify that they understand that COVID-19 may impact our ability to progress this work and deliver to previously agreed timelines. They have also confirmed that they do not wish to create additional burdens on Local Authorities at this time. We understand they are committed to keeping an open dialogue with us keeping the situation under regular review, this position is welcomed.

Finally, we remain committed to continue to pursue dialogue with Government on supporting measures that we consider important in achieving plan outcomes, namely powers to act on congestion including moving traffic offences, and reforms to taxi and private hire legislation, in particular to end the practice of out-of-area operation which currently prevents effective local regulation of agreed standards for private hire services.

I hope that this letter helps to show that our commitment to clean air remains strong. However, given the extraordinary circumstances that will remain for some time, I hope that we can continue to work closely to ensure that its achievement is reached in a pragmatic and adaptable manner.

Yours sincerely,

Cllr Andrew Western

Leader of Trafford Council and Greater Manchester Portfolio Lead for Green City

Appendix 3 - GM summary table of GM's asks v Government offer

Measure	GM Ask	Government offer	Commentary
Clean Air Zone	£84m	£36m awarded to date and further funding promised.	GM continues to undertake the preparatory implementation and contract arrangements that need to be undertaken to deliver the CAZ and other GM CAP measures
Sustainable Journeys	£7m	Does not support measure proposed.	Travel behaviour change measures are now emerging as a key component of a COVID-19 response plan for Transport across Greater Manchester and TfGM will pursue alternative funding with DfT.
EV Infrastructure	£19m to include taxi only charging points	£0, but commitment to work together to secure other government funding.	TfGM will pursue alternative funding with DfT.
Bus retrofit	£16m	£15.4m	TfGM to confirm that this monies is an continuation of Clean Bus Technology Funds to be distributed as soon as possible as per previous arrangements.
HGV	£8m	£8m	The distribution of funding requires a consultation on the Clean Air Zone to have been conducted, evaluated and agreed.
Coach	£8m	£4m	The distribution of funding requires a consultation on the Clean Air Zone to have been conducted, evaluated and agreed.
Minibus	£2m	£2.1m	The distribution of funding requires a consultation on the Clean Air Zone to have been conducted, evaluated and agreed.
LGV	£80m	TBC	Government have accepted the exemption to 2023 and further evidence is required to demonstrate the size of GM's funding ask.
PHV	£22m for replacement hackney / PHV and hackney try before you buy scheme	£10.7m	The distribution of funding requires a consultation on the Clean Air Zone to have been conducted, evaluated and agreed.
Hackney Cab		TBC	Government require further evidence to demonstrate the size of GM's funding ask for hackney cabs.

Measure	GM Ask	Government offer	Commentary
Bus Replacement	JAQU aware that there are 600+ vehicles for which there are no accredited retrofit options	TBC	GM are seeking solutions for large scale replacement.
Hardship Fund	c.£10m	TBC	Government require further evidence to demonstrate the size of GM's funding ask.

This page is intentionally left blank